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THE SURVEY

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SO THEY SAY

To float with the tide is a feat which any dead dog can perform.—*Dean Inge, England.*

Revolutions are better organized than the governments they overthrow.—*James A. Abbe in Today.*

The pursuit of knowledge cannot be directed by prejudice or even by legislation.—*James B. Conant, president, Harvard University.*

Our disposition in this country is to legislate first and to study afterward.—*Lotus D. Coffman, president, University of Minnesota.*

We do not change our form of free government when we arm ourselves against new devices of crime and cupidity.—*President Roosevelt.*

I'm getting sick of lawyers and legal distinctions.—*John R. Carmody, National Labor Relations Board, to the Institute of Labor, Rutgers University.*

Perhaps the central juristic problem of our time is to harmonize "law in action" with "law in books."—*Felix Frankfurter, Harvard Law School.*

Culture in a democracy rests upon economic opportunity on the one hand and good government on the other.—*John W. Studebaker, U. S. Commissioner of Education.*

Ours is the noisiest age in history. So long as we are constantly engaged physically we think we are moving up in life.—*William E. Rice, field secretary, Christian Endeavor Union.*

Land in this country was settled by the grasshopper method of laying waste and then going on.—*Prof. Carl Sauer at the Institute on Regional Development, Chapel Hill, N. C.*

If we would preserve our country and thereby our society, engineers and scientists must become conservationists.—*Morris L. Cooke to the American Society for the Advancement of Science.*

Perhaps the greatest reason why prisons have not improved, so far as our ability to reform prisoners goes, is the fact that they are still prisons.—*Sanford Bates, director, U. S. Bureau of Prisons.*

Capitalism has no greater enemies than those capitalists who, in their concern for some supposedly divine right to make profits by withholding service, do not plan in such times as these for increased mass buying.—*Edward A. Filene, Boston.*

There will always be pity for those whom floods pursue, and callousness, in the long run, for the victims of misfortunes man makes for himself. Yet only mankind can destroy mankind. Floods will not be man's mortal fate.—*Dorothy Thompson in N. Y. Herald Tribune.*

The Fourteenth Amendment has no more embedded in the Constitution our preference for some particular set of economic beliefs than it has adopted in the name of liberty the system of theology which we may happen to approve.—*Justice Stone, U. S. Supreme Court, in his dissenting opinion on the minimum wage case.*

Man incessantly seeks to compromise with his conscience or with his innate humanitarianism, by rationalizing his predatory behavior. . . . He insists upon playing the game, not only with an ace up his sleeve, but with the smug conviction that God has put it there.—*Prof. Earnest A. Hooton, Harvard University, to the Conference on the Alien in America.*

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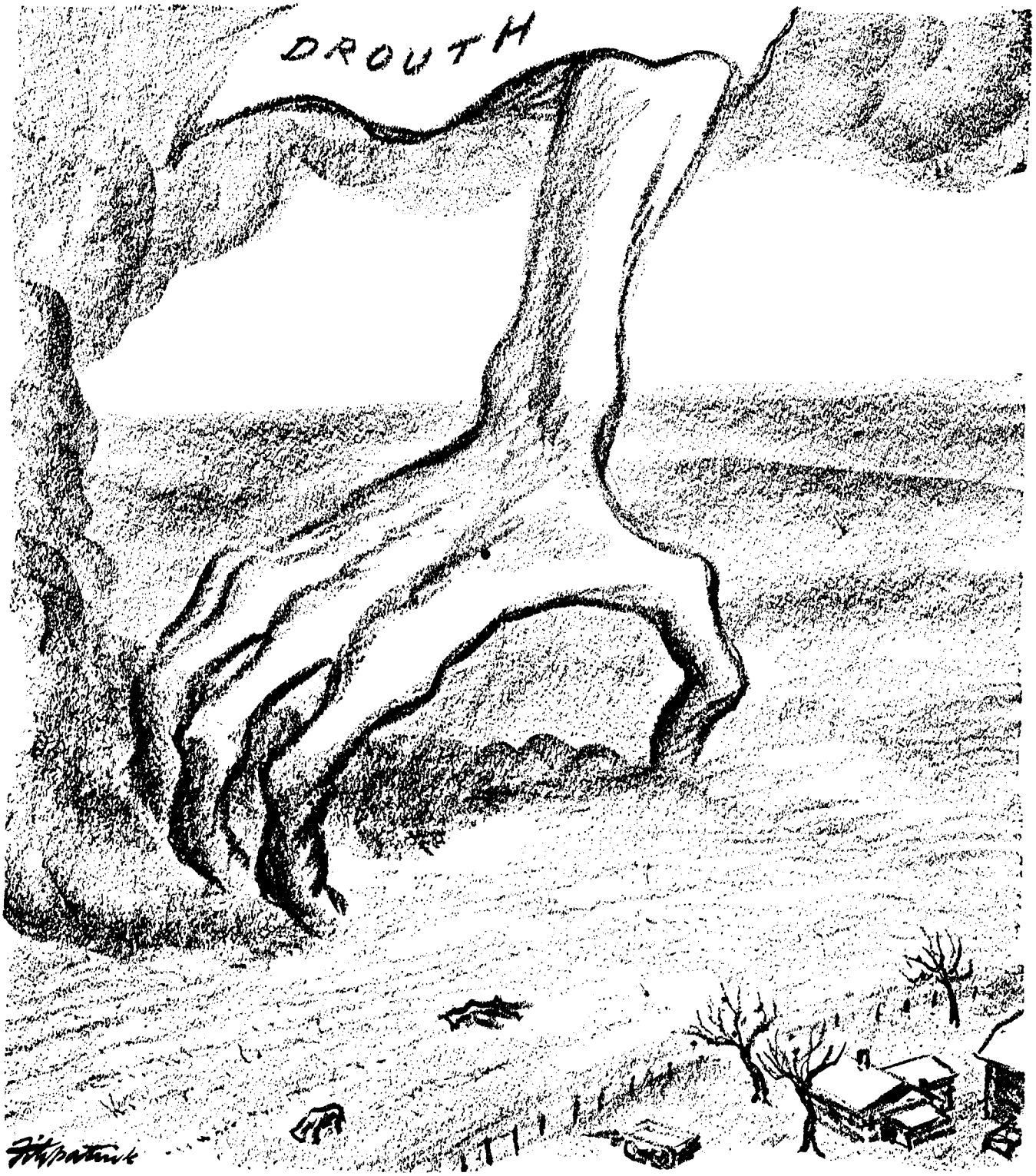

Fitzpatrick in the *St. Louis Post-Dispatch*

Making a Desolation

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THE SURVEY

SEPTEMBER 1936

VOL. LXXII NO. 9

Tomorrow's Social Work Training

By ROBERT W. KELSO

Director, University of Michigan Graduate Curriculum in Social Work

IF there is any one thing more socially doubtful than having a future with no past, it is having a past with no future. Social work, as a present stage of that evolution from church charity to philanthropy and friendly visiting among the poor, is of ancient origin and venerable already. But as a new art grounded in new sciences, it is without a past. Its claim to usefulness as an instrument of social betterment must arise out of its future. And its future must rest beyond a doubt upon the effectiveness and quality of its technique and the completeness of its scientific basis.

What then is this new activity called "social work"? As it deals with human relations intensively, its definition is difficult—practically impossible of satisfactory statement. Like law it seems simple, but eludes definition. Writers of texts and speakers on conference platforms have attempted time and again to paraphrase the true inwardness of social work, but few of the definitions are ever repeated or used as measuring sticks. The reason is that opinions differ, and clumsy explanations are too awkward to be useful.

In spite of this drawback, it is necessary to describe social work in some concrete way in order to appreciate the values in any consideration of future processes of training those who are to undertake it.

The past fifty years, during which an urbanized America has come into existence, have seen the steady and rapid increase of city congestion. The machine age has not increased human avarice, cupidity and greed. It has only provided a potent instrument for their exercise. And in providing that instrument the great scientific age has advanced mankind from that condition in which the momentarily strong oppressed the temporarily weak, to an apparently prosperous but socially unhappy state in which combinations of the strong take permanent fealty from an increasing army of the weak. The job of living closely together, at peace and with reasonable contentment, has grown vastly more complicated. Questions of adjustment have come up at almost every point of friction in our new way of living, with the natural result that there has grown up a service as definite as the service of a plumber, a tree surgeon, a dog-catcher, or a doctor, by which a group of specialists undertake to struggle with the miseries of badly adjusted human relations, to find, if possible, some way of curing the difficulty or at least of easing the pain caused by the breakage or the friction.

This group of specialists in human relations, like the specialists who first undertook medicine, were just ordinary folk, without special training, who turned their hand to the new opportunity. In each profession, as the usefulness of the service to mankind has proved itself, the art with which it has been rendered has developed in its varying skills and the body of scientific knowledge upon which each rests has accumulated until today we look upon them as highly developed professions. Obviously, without that body of knowledge and without the art through which such knowledge is applied to new difficulties, the undertaking would not merit the dignity of a profession.

THIS process of growth is fully applicable to social work. It is early in the process to speak of social work as a profession, however. Some would contend that there is no such body of scientific knowledge at the bottom of social work as would warrant the new degree.

But these critics must make allowance for the greatly increased speed of living in this day of the automatic machine. It must be perceived that new and rapidly growing needs in modern city life demand and do bring about a corresponding growth in social services, which in turn quickly develop techniques of application and delve constantly into the circumstances of their many problems to ascertain that scientific truth which alone can form the

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basis for sound judgment. Social work is a profession, but a very new one, to be nominated only with modesty and some feeling of apology.

But if, on the one hand, social work claims the status of a profession, it must not, on the other hand, continue to include within its definition that endless miscellany of charitable and philanthropic attitudes and abortive practices which are lumped generally as charitable endeavor. Social work, as a profession, must be purposeful. It must be persistent and reasonably continuous. Nor can it set itself up, like its mother, Charity, as a law unto itself. As a profession it must live strictly within the law, however much it may desire and may seek through constructive planning to improve that law and render it more appropriate to the social needs of the time.

WHAT then is social work? At all events, a professional undertaking, based on scientific understanding of human relations, carried out consistently within the law of the jurisdiction and aimed at the advancement of the common welfare by correcting maladjusted personal relationships; by seeking to improve conditions of living and labor; by conserving human life through the general advancement of the public health; by increasing the likelihoods in child development through care and protection of children deprived of normal home life; by care, custody and treatment of the insane and the feebleminded unable to care for themselves; by the care and custody of lawbreakers and their return to competence as citizens; by providing the means of support to those unable legally otherwise to obtain it; by the furtherance of legislation leading to these several ends; and by the planning of programs of welfare advancement.

The foregoing category of functions in social work represent, for the time being, the efforts called for by our rapidly changing social relations. Other times will undoubtedly call for other services, against which event the growing body of scientific understanding of social truth will prepare the servant for his new task. Flexibility must be the rule of growth; hence there can be nothing fixed about the content of the task.

Charity workers of the past were persons of good heart who came untrained to the task of helping the poor. It was only after a stretch of many years of practice that social agencies, dispensing family relief, began to think of some sort of training for their visitors. Their notion was to train young women by sending them on the rounds with older, more experienced workers. This was a distinct improvement over nothing at all; but it was not enough. The New York Charity Organization Society, at the turn of the century, set up a school of philanthropy (the present New York School of Social Work), and other localities, at the instance of social workers themselves, followed the lead. Then began the intensive process of developing techniques in social case work. But little was done to add to the body of scientific knowledge upon which a true profession must rest. The development of those sciences—only recently known as the social sciences—pursued the slow tenor of its academic way. The study of man as a laboratory specimen went on apace in the academy, but the analysis of actual human relations at the point of contact seemed still to lie outside the province of pure science. It is perhaps not too severe to say that in the development of much of this social science, lacking a sound process in research, there was a paucity of fact and a plethora of conclusion. And if classification may be claimed as the greatest achievement of the academy, a thorough job was done on the social sciences.

Convenience in curricular organization took precedence over true similarities and relationships in subject matter. Admittedly for purposes of convenience in practice there is need for classification, but there is ground for thinking that the academicians have overdone it. Classification should never be exalted above the lowly station of an artifice or instrument aiding the orientation of topics. It should not be mistaken and worshipped like the idols of antiquity for the gods they did but represent.

And in this plan of teaching the theoretical sciences in one place and giving training to social workers in another there was too much room for jealousies and ignorant contempt. Social agencies looked with some scorn upon the colleges which insisted that no person could be educated without a thorough grounding in general cultural studies. The agencies wanted workmen. They didn't see the need for highly educated workers. They believed that a few intensive courses in the way to interview a client; the method of recording case material; the way to schedule the day's work, and the like, sufficed to train their workers. They laid those demands before the early schools of social work and the schools obliged them by teaching a miscellaneous group of techniques. Anyone might attend.

The colleges, on their part, recognized a growing pressure for persons to engage in social work, but looked with contempt upon the matter so often contained in the curriculum of the school of social work. "Ground your worker in the social sciences," said they, "and he can do all that social work requires of him." At most a little sampling of the field of actual practice while absorbing his theory, would make his preparation ample.

THE schoolmen viewed the upstart schools of social work as mere training centers, while social workers viewed the college as a semi-monastic retreat, devoid of experience in the world of action, lacking the "drive" to come out and do things. To them, its true objective should be that of a service, striving by all means in its power to open opportunity to the individual. The university must be a force reaching out into the world of action, joining with constituted authorities and all groups whatsoever to carry on investigation and research in an effort to apply learning to the problems of mankind. And in this position, most likely, the world will agree. The university, rightly conceived, is a community force, not a cloister.

These conflicting attitudes and counter charges carried about the importance of a high school debate. In the end the schoolmen had the better of the argument. But neither side carried sufficient trajectory to hit anything beyond the immediate visual horizon.

As the need for increased skill in social work and for a greatly increased number of workers pressed upon the schools, the colleges and universities responded with programs and majors in sociology, and gradually began to superimpose graduate study upon the social sciences taught in the undergraduate departments. To the community they began to offer a fairly well schooled graduate who had at least a one year course of special study in his field. They armed him with a master's degree and called him trained. As against the social work "technician" who was

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without college background, he was trained—better trained in the average—but neither the product of the departments of sociology nor of the schools teaching mere techniques of the job, were trained in any real sense. When federal emergency relief sought at least a nucleus of trained workers who could direct untrained groups, the supply of persons with any training at all was quickly exhausted and many of those claiming skill were found to be poorly prepared.

What then is the gauge of education and training for social work in the future? That future calls for professional schooling in a graduate unit of the university, divorced from undergraduate direction, after the manner of the best law and medical training of the day. It demands a careful background of the so-called social sciences taught in the undergraduate college. It requires a period of application to the field of practice as intensive as that now provided in the best medical schools. This means not less than a three year course, with an academic degree and thorough grounding in the social sciences as prerequisites.

AS to what shall be taught in this new graduate school, the academicians' fear of lack of solid book content need not give us much worry. Agassiz began his school of biology with a crab. The field of the social sciences is characterized by much writing and a little knowledge. Again, the field of their application to human relations is encrusted with words and but scant learning. The way out of this predicament is a return to Agassiz. Find the true philosopher of real things in this world of human relations and set him in the place of instructor. He may never have had those degrees which are the politeness and gentility of education. He may not measure up to the usual requirements of a given number of years at classroom teaching. But if, as he must be, he proves himself a true interpreter of truth he will succeed despite the lack of adornment and the taints of classroom fixation. Thus far the established college faculty is somewhat loath to receive this unwashed doer from the field, with the very soil of his labors still upon his hands. But the aversion is no doubt grounded in nothing more solid than Brahmanic reserve. Wherefore the good sense of leaders in the university must prevail. Meantime college faculties are fully justified in withholding their approval of such specimens of field hand as many who have come in to teach in the schools of social work have turned out to be. They have been far too often persons of little grounding in the social sciences, giving but a small fraction of their time and attention to teaching. Until the social workers improve their own performance in this particular, the university forces are behaving like Christians.

The content of this new professional instruction will not be the theoretical sciences as now taught in the university; the new content must begin where the theoretical studies leave off. The teacher of the social sciences looks aslant the field of social work and argues that, of course, all there is to it is the theory and the practice. All therefore that need be taught is the theoretical science and a tour of field work that the student may learn to apply it.

This is good logic and would hold were it not for the fact that theoretical science as now taught is underdeveloped. If it could be given the enrichment of knowledge gained daily in the field, with a steady inflow of new discovery through expert adult research rather than so much tenderfoot prospecting of students in training; if finally it could be expounded by leaders who have constant contact with the field of reality to which the theory applies—then the two-phase curriculum would be sound. But as the academic teaching of the theoretical sciences on the present basis will continue long, the superstructure upon this base must be provided in a professional school process rather than in the crowded courses of the academy.

IN the professional school of the future the fundamentals of human relations and of sound methods of treatment will be taught to students already grounded in the theoretical social sciences. These students will be kept closely observant of the actual field and will be required at the termination of their course to carry out a piece of field work as intensive as an internship in medicine, under faculty supervision. Instead of the miscellany of techniques demanded by the social agencies and taught in the schools of social work, an integrated curriculum, for which Chicago University has already provided praiseworthy leadership, will be developed, allowing ample room for specialization but eliminating the old parallelism. Thorough grounding in the study of personality and mental hygiene will take its place as a basis of sound case treatment; and topics dealing with group relationships, such as community organization, leisure time, housing and city planning, will be dragged from their present cubicalization and welded into a coherent whole.

The faculty of this new school will contain perforce many instructors whose main tasks lie in the field of practice; who are selected because of their ability to interpret facts and to provide the neophite with inspirational leadership at the outset of his career. But the backbone of the faculty of the new school must be time proved leaders in the fields of social work and of education, who can guide the efforts of the part time teachers and who can deal with the student as an individual, giving him intimate personal help in training himself for a difficult profession.

And to have selected a faculty for the new professional curriculum in all ways competent is but half the task. It remains to keep it competent. This cannot be done by setting down a fixed task of instruction—so many classes per term in the same subject without variation. There are few objects that rust and deteriorate as fast as a lecture course taught each term from the same old syllabus. The instructors of the new school must be students of new things. No one should teach in such a school who has not had actual grilling experience with the field of social work. Nor should he continue long at his teaching without renewing that contact, either in the field of research or through a sabbatical year of field duty. Meantime teachers in the professional school should be producers. Scholastic production on the part of such leaders should be the primary source of textbooks and sound commentaries in their several specialties. Constant writing presupposes serious study, which in turn means that such a faculty will be kept up to a good standard of leadership. And writing with the alternation of social work for professional teaching is the only way to guarantee such standard.

At the present moment, national thought is seething with the alternation of social work for professional teach- 175,000 units of government in the United States are said to employ 3,250,000 persons, to whom they pay some

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$4,500,000,000 annually.* This large volume of service, operating under the shadow of a spoils system, is awakening the public to a desire for better standards of public service. The educational world seems disposed to seek out some common denominator in public tasks and such a highest common factor in preparation as may serve as a basis for instruction in the specific job of serving the people as a governmental employe.

And here is a rare opportunity, made ready to hand. For governmental service, however various in kind, is always a trust in favor of the whole people; and invariably its true aim is the public welfare. Whoever therefore would set up a curriculum or a program of studies in public service, must inevitably teach the public welfare. And further, public welfare is served by all social work, whether it be under the auspices of government or the leadership of private groups. By the inexorable logic of the situation, therefore, the effort to train people for governmental service, if it is to pass beyond the primitive stage of undergraduate majors, must result in the setting up of professional training for welfare services.

The first stage of this laudable impulse will be no doubt the careful deliberations of deans and directors, pooling in a single convenient program their various academic offerings, a bit from economics, something extensive from political science, a touch of history, a course or two in the business school, perhaps a course in law. This combination is an improvement over the present scattered electives, but it falls far short of meeting the need. The final stage must be the forthright projection of a professional course which dares even to produce new and unheard of courses.

If now, one of America's leading universities, with a famed reputation as builder of graduate schools; with a large metropolitan practice area adjacent; and a gift ample for the particular purpose, were to lead off with a new graduate school for the training of "career students" in the service of the public, especially the governmental activities, the educational world would awaken to that leadership. Instead of a program of undergraduate study with a graduate year for a cultural master's degree, men and women would begin training for full-fledged professional work.

And Harvard, for example, could find the content for such a curriculum. When President Eliot discovered young Langdell and sent him out into a cold legal world to find substance for a better system of teaching young lawyers than the time honored professional drone from a chair of learning, Langdell found it in the case system. He set an already famous faculty to work discovering the sequence of cases that related to specific principles and topics. The result has been a revolution in the teaching of law, greatly to the illumination of bench and bar. Education for social work is destined to no less a renaissance.

* BETTER GOVERNMENT PERSONNEL. Report of Commission on Public Service Personnel. McGraw Hill, 1935.

Twenty-Five Years Ago in The Survey

September 1911

"ONE of the most unique and motley assemblies ever held in the United States was the 'hobo' convention in Washington called by James Eads How. . . . Socialist orators and organizers and so-called sociologists, not to mention the idle curious, attended the convention in such numbers that the mere 'unemployed' were forced into the rear seats."

BOSTON has a new commission to study "the feasibility of city planning in the metropolitan district."

CAROLA WOERISHOFFER, brilliant young protagonist of divers good causes, whose name is now perpetuated in the endowments of Greenwich House * and of Bryn Mawr College,** was killed in an automobile accident while engaged in her duties as an officer of the New York State Labor Department.

** Carola Woerishoffer Fund and other memorials.*

*** The Carola Woerishoffer Graduate Department of Social Economy and Social Research.*

THE National Education Association made public its "declaration," adopted in convention at San Francisco, in which it urged more money and power for the Federal Bureau of Education; appropriations "for studying problems involving the welfare of the nation's school children comparable in amount with those for studying problems concerning the conservation of the nation's material resources; "more suitable ethical instruction in even the elementary schools"; medical inspection; "proper attention to school hygiene"; more attention to vocational guidance and wider use of school buildings by children and adults.

" 'SAVE the Babies' has been heard this summer all across the country. . . . In every city and in many of the smaller centers there are committees and associations working with the state and municipal authorities in trying to cut down the unnecessarily high rate of infant mortality."

"A VITAL need in American life is for some common social program; some generally accepted social ideal to clarify thought and at the same time discipline effort along some common line of human advance."—*Anna Garlin Spencer.*

THE Massachusetts Homestead Commission, created by the legislature, "has begun the collection of the body of material upon which it will base its recommendation for the granting of state aid to workmen in establishing homes in the country."

OWEN R. LOVEJOY,* secretary of the National Child Labor Committee, reported changes in child labor regulation during the year in twenty-nine states, the most important changes being in Indiana, New Jersey, Missouri, California, Wisconsin and Texas.

** Now with the American Youth Commission of the American Council on Education.*

"THE first course in vocational guidance to be given in an American University has just been completed under the direction of Meyer Bloomfield at Harvard." Fifty students were registered.

"AFTER a long agitation Montreal is to have two new juvenile institutions, a children's court and a detention house."

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Planning the Welfare Program

Is Voluntary Social Work Competent? Responsible? Ready?

By NEVA R. DEARDORFF

Director, Research Bureau, Welfare Council of New York City

WITH increasing earnestness these days social workers, lay and professional, in boards, committees and conferences, are discussing the question of the responsibility of voluntary social work for planning the community's social welfare program, local, state and national. What with swift and unpredictable changes in welfare programs, eagerness to arrive at tabloid answers and a tendency to cling to old shibboleths, many of these discussions have failed to examine all the relevant and significant considerations bound up in the question. As I see it the question holds at least four lesser questions which must be candidly faced before we can approach an answer to the whole. They are: What is voluntary social work? What is social welfare planning? What conditions in recent years have characterized local and national governmental welfare programs in relation to the conduct of planning? What is social responsibility and how does it arise?

We often speak of voluntary social work as if it were some sort of super-entity or corporate body, or at least collectivity, which could now, as a unit, be held accountable or even, as a unit, could actually be seen or heard. Such is a mythological idea. Voluntary social work is as yet a somewhat indefinite set of concerns of a good many groups of people organized in a most bewildering fashion, with geography, type of work, historical accident, sectarian allegiance, cultural background, personal temperament of leaders and other bases that make them fractions with anything but common denominators.

The divisive factors are very often quite as powerful as the unifying factors. It is only in the last two or three decades that anyone has expected social agencies to have any collective opinions, though some of the agencies in American communities are well past a hundred years old.

Take, for example, the voluntary social work establishment in New York City. It is probably a highly exaggerated example of voluntary social work as it appears in the cities of the United States but the exaggeration seems to be in quantity rather than in kind. According to a count recently made of voluntary agencies requiring contributions for current expense, New York has 730 social welfare organizations of a local character aside from hospitals and clinics. Grouped by functions they range from 121 general child care agencies down to thirteen young people's associations. There are thirty-nine family service and relief agencies, sixty-six homes for the aged, thirty-four services for the handicapped, fifty-three housing agencies, and so on. We may be pretty short on actual resources for services but we seem not to lack units of separate organization.

If we assume that each of these organization units has as many as twenty actively interested persons who feel closely identified with it, we have a total of 14,600 persons, lay and professional, who constitute the army on the voluntary sector. That is two per thousand of our city's total population—not too many if they were a united force, but a good many if they are not pulling together.

IN this connection it must be remembered that voluntary social work is still carried on to a large extent under sectarian auspices. After thorough examination of the organization relationships of the entire body of social agencies in New York City, Kate Huntley of the Research Bureau of the Welfare Council came to the conclusion that the expenditures in 1929 for social and health work, other than hospitals and clinics, were made by Protestant agencies to the extent of 27 percent of the whole, by Catholic agencies 17 percent, by Jewish agencies 18 percent, and by non-sectarian agencies 38 percent. And may I add that the non-sectarian agencies are not without their own type of group alliances of one sort and another.

That means, I take it, that the persons connected with the agencies of these several sectarian and non-sectarian characters have diverse ways of thinking about life and its problems, about forms of social, including governmental, organization, about the behavior of clients and about many other aspects of individual and group life, and especially about what constitutes acceptable solutions of problems posed for their consideration. Taken as a whole they probably constitute a cross section of the country's thinking and belief about what could and can be done in the field of social welfare. But the very fact that they are a cross section should warn us that they are now far from uniform or homogeneous in their beliefs and should make us more keenly aware of the nature of any task that requires the concerting of opinion on welfare questions and the participation of agencies or their staff in matters outside the immediate agency program.

With this matter of participation in mind, let us look for a moment at the size of the organization from which that participation is to come. In New York City over 43 percent of the agencies had expenditure budgets in 1934 of less than $15,000, that is, nearly half are of such size that their professional staff cannot be free for much work outside of the organization. The next 33 percent had budgets of $15,000 to $50,000. Only 24 percent had expenditures exceeding $50,000 and only 15 percent exceeding $100,000. Generally speaking

Partly fortuitous, partly expedient, the American social welfare program has for the most part "jes' growed." To achieve unity and order is today's challenge to social work. In two articles, of which this is the first, Miss Deardorff candidly faces the issues involved. Both articles are drawn in part from a paper read at the last meeting of the National Conference of Social Work

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it is not an accident that it is the professional people from the big agencies who give time to extra-mural activities. This is a matter with which every council of social agencies and other central social welfare body must reckon.

Closely related to this point of size and number of agencies is the manner of their support. There are many angles to this phase of the situation that give us pause.

It is not unlikely that the most effective presentation of what voluntary agencies wish the public to think about them and their work is made in connection with their appeals for money. With the idea of the voluntary agency's relation to the whole welfare scene, may we ask what it tells the public about the total function in the community of which it is a part? About the total welfare program toward which the various functional activities contribute? What do community chests say about this matter? What do individual agencies say? What do national agencies say? And what do these various agencies say and imply about the government's part of the social welfare program as they go about raising funds for their own support? Is the public thereby led to understand the total problem better? I need not press this matter. It is often in our thoughts. Could we agree that the social planning concept has yet to make its debut in social work publicity?

A second aspect of agencies' support is that of the actual time and mental energy consumed in the process of money raising, especially in small agencies and in communities without provision for central financing. The multiple role of salesman, administrator, sometimes practitioner, and now the proposed job of planner is simply too much for most of us. We cannot be the captain, the midshipmite, the bo'sun tight and the cook of the Nancy brig. One of the beneficent aspects of central financing is that it does reduce the load on agencies' boards and staffs and make possible the assignment of more time and thought to study of the agency's work and the results that it is achieving, as well as its failures to achieve. Real questions should be raised in our minds, about an agency's purpose and operation, when we are told that if its board did not have to devise ways and means of raising money, that board would lose its interest and much of its activity. Any board capable of participating in community welfare study and planning has plenty to do, especially in these times.

AND that brings the question, What is social welfare planning? Although in this country much is said about social planning, it is seldom that any serious attempt is made to specify what is encompassed within the idea or to describe how it should or can be gone about. Presumably our legislative bodies are the only ones with a sufficiently broad base of representation and with primary power and authority to plan in the sense of saying definitely what shall or shall not be done within a given period of time, and how a given public social welfare program shall be conducted. Actually our legislative bodies are not planning centers in that sense. They have come to be battlegrounds where the best laid plans get scrambled. Any one who has watched legislative action, even when it has the benefit of an investigating and planning commission, must be impressed with the incapacity of ordinary legislative bodies to attack almost any subject in a genuinely planful way. Sometimes they do not even muddle through. They simply adjourn.

Essentially planning is the formulation of coherent ideas calling for and describing action in the future. It has to do with rounded recommendations, proposals and suggestions of courses of action to be followed. Since these are a thrust into the future they always introduce elements of risk and uncertainty. Such proposals and suggestions seem more acceptable when each phase of them has been examined and weighed by people who have had experience with the subject of the planning operation and have given thought and study to it, and when knowledge and experience are synthesized. But knowledge and even experience are not the whole story. Planning implies capacity to invent new ways of accomplishing purposes and deliberately to adapt old ways to new circumstances.

In a recent publication on city planning Abram Garfield, chairman of the Cleveland City Planning Commission, describes with real honesty our plight with regard to planning. He says:

> Now finally, so that we may know what we want when we go to the (City) Council and ask for an appropriation, let us at least realize that our wish is not answered by employing ten or a dozen draftsmen and setting them to work. That suggestion has actually been made, but the fact is, that no one would know what to tell them to do. The thing that we want, I believe, is the employment of some one person, qualified as nearly as possible in every essential respect, to make this subject his sole interest for a period of several years and to give him whatever assistance, paid and otherwise, that he needs.

I suppose it was these creative, synthesizing elements that Mr. Garfield had especially in his mind when he suggested, not a dictator—for he would give his man no final power—but an artist, a designer.

There is still another angle on this matter of social welfare planning which we are sure to run into, once it gets past the disaster relief stage. It is the question: what are we really driving at? What are we trying to get the community to purchase? And when the definition of underlying purpose is formulated, it somehow leads around to the principles that people think should govern in human relationships. And that again is something to think about in connection with our people, lay and professional, in voluntary social work—or in public, for that matter. How well some of us have come to know the truth of John Dewey's remark that "no one is ever forced by just the collection of facts to accept a particular theory of their meaning, so long as one retains intact some other doctrine by which he can marshal them." The body of people associated with voluntary social work are the holders of many doctrines by means of which they are able to marshal and extract meaning from what they see and learn through their social work experience.

But whatever the ends of public welfare programs, their planning for concrete action must concern itself with the organization of the means, that is, with the several factors of activity or function, with the size of operation or coverage, with the quality of service to be rendered and with the public understanding, vitally necessary, not only to secure support but also to prevent perversion of services.

Planning implies that ideas of quality and quantity must not be played off one against another but that they will be harmonized and integrated. In short, planning implies that there must be growing clarity as to what

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social welfare programs will undertake to do in terms of definite activities; how much of each given activity is to be carried on at a given time; how it is to be done, that is, the method to be applied; how well it is to be done, that is, quality and expertness in the application of method; how it is to be supported, and that these must all be thought of together.

But before these various parts can be thought of together, we need to be more sure of our grip on each separate phase. As long as we are foggy about activities and their aims, uncertain about quantity or quality, ignorant about cost and support, we are not in a very advantageous place to see our welfare program whole or to attempt to guide or control it.

There can be little doubt that we are moving forward toward conceptions of continence, integrated and studied planning in the field of social welfare administration, at least in some communities. The Hartford Survey and its continuation may be cited as an example of an encouraging attempt to grapple and to keep grappling with the total welfare program in a metropolitan community of 230,000 people. The Community Fund of Chicago, Inc., and the Chicago Council of Social Agencies have announced their determination to work toward the "gradual evolution of a reasonable community plan." Cincinnati, Indianapolis, Pittsburgh and St. Louis come to our minds in this connection. The Welfare Council of New York City has devoted the first ten years of its life to the continuous cultivation of such relationships and the continuous accumulation of such data on activities, personnel and finance, as will, it is hoped, enable planning activities in that huge and complex community to change from the cooperative gestures required of agencies, public and voluntary, to the operation of a total community program more positively and measurably effectual. In a city of the size and social complexity of New York, that is a matter not of years but of decades.

Such planning endeavors in the social welfare field as are emerging strongly point to the conviction that, if we conceive of planning as consisting on the one hand of study that takes concentrated thought to define and describe problems and possibilities of attack, and on the other hand of laborious processes of concerting opinion and of arriving at understanding among people that will stand up under subsequent pressures of all sorts, then we must see that it takes time to participate in that process. And, conditions being what they are in both public and voluntary social work, it is more than a full time job to act as the business agent even of one or two such enterprises, especially in times of stress and commotion.

In her second article, to be published next month, Miss Deardorff discusses social welfare planning in the light of recent activities of government, and the responsibility of voluntary social work in the light of its experience and performance.

What Is a Loan Shark?

By MARGARET GROBBEN
Consumer Credit Institute

THERE are few institutions in our economic life that draw public interest and curiosity as does the illegal lender. Long generations before Shakespeare invented Shylock, legend, colored with disgust and fostered by prohibition, enveloped him. Succeeding generations have added to his picturesqueness, embroidered his character as a greedy money baron, a hungry shark, an octopus snatching innocent victims into his coils.

It remained for the twentieth century first, to discover that the loan shark persisted because the public needed small loans; then, to provide a substitute under state control to fill that need; and finally, to suspect this reform and dub the substitute agency by the same disgraceful name —loan shark. Such an attitude is unfair to those who need a controlled small loan service; it is unfair too to those who offer such a service. But to the loan shark who still finds it profitable to operate in violation of law this attitude toward controlled agencies is a boon.

Let us define the difference between the regulated dealer in small loans and the loan shark who operates illegally.

Legal lenders are dealers in small loans who carry on their business under the regulations imposed by state laws. They are licensed by the state; they are examined periodically by the state banking department; and under most state laws they submit certified reports of their activities to the state at least once a year.

Their laws have been sponsored by social agencies, labor leaders, and other public spirited groups and individuals. Some of these laws have been designed by humanitarian organizations that saw the great need among wage earners for a loan service similar to that available to business men.

Legal agencies confine their business to the small loans that banks, forced to observe the limits set by usury laws, cannot afford to make. Also their loans are overwhelmingly of the "consumer" type that banks traditionally prefer not to make, and that are as a rule repaid in small instalments over many months.

The only other important respect in which their service differs from that of banks is in rate of charge. This difference leads unthinking individuals to confuse supervised service with illegal lending. In so doing, they fail to realize that the small loan business is really retail finance. These same critics do not denounce grocers for the prices they ask of their customers. Yet, logically, the difference between the prices grocers charge and those which they pay wholesalers for the same goods is comparable to the difference between the prices asked by licensed small loan companies and those asked by commercial banks. It is the difference that, in all but money transactions, people have come to respect as justified by the greater costs per unit, of overhead and service on small transactions.

The loan shark is a bootleg lender. It has been estimated that every family needs some kind of financial help at least once every two years. When this help is not available

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legally, most families will get it where they can, and pay for it what they must. The loan shark takes advantage of this need. Formerly he flourished because there was no regulated small loan service. He still exists in sections where such a service has not been provided, or where it is so limited as not to meet the needs of all who must borrow small sums. Loan sharks are constantly in danger of being caught and punished for violating the law. They operate under cover and charge their customers not only for the service given, but add to their bills a charge for the risk involved in doing an unlawful business. It is customary for them to ask at least 10 percent a month on the loans they make, and it is not unusual for them to exact of their customers several hundred percent interest a year.

The modern loan shark, deprived of business by legal competition, is now devoting much energy to effecting the repeal of small loan laws. Once rid of legislation and regulation, he believes he will be able to return to his former prosperity.

His best allies in this effort are the upright citizens who can readily borrow at a bank or who never need to borrow. Only such citizens would make the mistake of dubbing licensed lenders "loan sharks," and demanding that licensed lenders be put out of business. Only they accept unquestioningly pathetic stories of a poor wage earner who must pay a retail price for small loans while the rich magnate pays at wholesale rates on the millions he borrows. With such aid, the loan shark rides into occasional brief power.

But those who use a small loan service soon make it known that a legal 1 to 3.5 percent a month on the unpaid balance of loans repayable in small instalments is preferable to the loan shark rate for which only the sky is the limit. Ordinarily it takes legislatures several years to undo the damage they have done when they repealed a small loan law, or reduced its permitted maximum charge to one below that at which a retail loan business could be handled. Eventually, as happened recently in New Jersey, New York and West Virginia, public pressure becomes great, the repeal or reduction is reversed, and a legal business restored.

When the price argument fails the loan shark finds other ways to make the licensed lender appear undesirable. A favorite charge is that the licensed lender urges his loans upon customers; that he makes them take more money than they need; that he reduces their living standards by keeping them eternally in debt.

Those who understand the methods and purpose of business organization realize that the lender who is regulated, licensed, who has a considerable investment in his business, and who cannot escape the consequences of his acts, must, like the commercial banker, make the conservation of his capital his first concern. Capital cannot be conserved when it is loaned unwisely. Only responsible customers repay their loans. Even they repay only when the debt is within their reach.

All legitimate financial agencies—industrial banks, personal finance companies, pawn brokers, credit unions—know that they must conserve their capital, their good will and their self respect through ethical business practices and consideration for the customer's welfare.

Only the loan shark, operating in violation of law and under cover dares lend too much and charge too much. The rates asked by all other institutions are established by the dictates of sound business practices. Against such competition the illegal loan shark cannot long survive.

One of our oldest financial institutions, always illegal, usually unfair to his customers, the loan shark has persisted for centuries because he has been fought with prohibition. Now, in the face of the modern method of supplying a planned and controlled substitute he is putting up his last fight. But in the course of his final retreat he can still do harm to those who need the services of licensed lenders.

Partners in Public Health

By FLOYD S. WINSLOW, M.D.

President, Medical Society of the State of New York

ANYBODY can tell us what a public health person should know, if somebody will first tell us what that person is to do.

Public health workers and private practitioners alike engage in an occupation whose purpose is the improvement of people's health. The health officer's work is extensive, that of the doctor is intensive, that of the public health nurse may be either or both. The health officer thinks in terms of cases of pneumonia, the doctor thinks in terms of persons with pneumonia. The health officer is more or less abstract and communal in his attitude, the doctor is essentially concrete and individual, the nurse often serves as a link between the two and an interpreter of their aims to actual or potential patients.

None can get along without the others. We should be more than just acquaintances; we should be friends. We should understand each other more fully than we do and we should cooperate to better purpose than we have sometimes done. It is easy to be critical. I admit at the start that the average doctor might very well know more about community health problems, the value of vital statistics, the importance of certain sanitary procedures. On the other hand, the health officer might well understand more about conditions as the doctor encounters them in the sick room; the personality problems involved in almost every one of his relationships, the difficulties which stand in the way of his obtaining the cooperation of the patient in some particulars without seriously disturbing the whole confidential relationship. To a health officer, statistics on a chart may be too easily interpreted as failures of private physicians to achieve ends which bulk black on the roll of the community's total; but to the individual doctors, these imperfect results may mean, in each case, the best that could be accomplished under the given conditions. Angels perhaps could have done no more—health officers, even if endowed with plenary powers of compulsion, might have done much less.

I believe I could write on the imperfections of the

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medical profession until the celebrated Saratoga Springs ran dry. The trouble with us is that we are so busy with our individual cases of people who are sick that we have no time left to devote to aggregates of sick people, and we fail to sympathize as fully and instinctively with communal purposes as no doubt we should. Some have been kind enough to point this out to us on a number of occasions; it must be admitted that we are improving. On the other hand, there are those of us who think that some public health efforts are operating to increase the number of instances in which persons who should go to a private practitioner are allowed to feel secure in the advice of persons of inadequate ability and experience.

THAT popular health instruction in the mass and individually is a part of the function of health departments, as well as the obligation of voluntary health agencies, is clear from the examination of their activities. The school nurse and the school physician, for example, are strategically placed to protect the school body in many particulars which would never pass under the observation of the family doctor. They can do things which he cannot do in this respect; therefore they should do them. But are they ready to assume the responsibility for diagnosis or treatment, and do they realize fully enough that they may be innocently diagnosing or treating when they think they are doing educational work?

What matters is not the purpose but the effect of that which is done. The difficulty of the public health worker's position, particularly that of the nurse, is apparent. She, like the doctor, must obtain and retain the confidence of the people she serves. It is difficult to say, "You should see your doctor," when an apparently trivial question is asked. It is easy to respond to a request to be more specific. The extent to which the nurse may be substituted for the doctor, quite unintentionally on her part, is not to be overlooked as one of the problems inherent in the extension of her activities. Should she express opinions on conditions of individual persons even when coupled with a warning to "see your doctor?" The temptation to do so is great, and the more confidence in herself which she establishes, the more frequent and insistent will be the temptation. Yet she will be the first to admit that she is not ready to accept the full responsibilities of such a relationship.

If we agree that vital statistics can only tell us where to apply therapeutics and not how; that the healing process cannot be performed by means of surveys; that a person with public health training is not equipped to diagnose or prescribe, then we should agree that in the last analysis, the health of the community will depend to a great extent on what goes on in the doctor's office and in the sick room. No other situation in the picture can be more important. Yet no other situation in the picture receives less popular emphasis outside the strictly medical forum of the medical school, the clinic and the technical journal.

I do not decry health instruction. It is of value especially when it results in action on the part of those to whom it is directed, which is not always the case. Often, I fear, it either unduly frightens or unduly allays disquietude. Prevention is important, but the most effectual prevention is not a story in a newspaper, but the story which the doctor tells the patient after he has examined him. The official and voluntary agencies do well to create a demand for preventive medicine. It is then undoubtedly the province of the doctor to administer these measures.

The delineation of functions in a composite administrative picture is never an easy one—since human beings are not absolutes—which may be blue-printed with certainty. The head of a great establishment employing thousands of persons once examined a chart of his organization on which he and his executives had labored long, and said with a smile, "This all looks very fine, but how long will we be able to keep these people inside their little rectangles?" He might also have asked, "How long would I wish to do so, if my organization is to continue growing?"

Every group possesses something like a biological will to live, and tends to increase its powers, as we know is true of all individual life on this planet. Every group has the virtue and the vice, the insight and the blindness, of its peculiar species. Deathrates among large groups are meaningless to the physician who wakes up in the middle of the night, asking himself if there could be anything additional that he might have done for the cases which are most upon his mind. These sick people are his responsibility. His days and nights are occupied with the seriousness of this responsibility. When he has a moment to spare he wishes to study, to keep up with the march of medicine. He has no time to devote to statistics of thousands of persons unless he is specially interested for some reason other than clinical.

Persons in the mass are not his responsibility. They are the responsibility of public health authorities to the extent, and in the degree, that it is possible to do something for thousands of persons en masse. But you cannot diagnose thousands of persons as thousands, but only as the sum of individual diagnoses; you cannot treat the diseases of thousands of persons except as the sum of individual treatments; therefore the public health function ceases where diagnosis and treatment begin. I would go a little farther and say it ceases when education or instruction is in fact construed by the recipient as diagnosis or treatment.

THE public health groups and voluntary health organizations have done an excellent job of teaching the people certain scientific facts which have not only sent them to the private practitioner for help when they needed it, but have sent them better prepared to be good patients. Taboos are being removed which kept people from seeking medical care, especially in tuberculosis and syphilis. In many other ways the medical profession should be thankful for the work of these groups which are able to tell the public things which the doctor cannot tell them without loss in public esteem, and therefore in healing ability. However it is possible for one to learn and teach the value of an X-ray in suspected tuberculosis without really knowing anything about X-rays. The word "shadows" may be used by a person who does not know whether shadows show black or white on a negative. This is merely to say that it is not necessary for the salesman of preventive medicine to know how to conduct a physical examination, just as a man can sell automobiles who could not make one. By the same token, care should be exercised that these official and voluntary groups in easy access to the public mind do not become substituted, through identification with the subject, for the services which only a trained and experienced physician is able to provide. Wise is the man, be he the doctor or one of his co-workers, who, with Plato, can say, "What I do not know, I do not think I know."

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A Five-Year Partnership

By EUGENE C. CARDER

The Riverside Church, New York

AS a demonstration of effective cooperation between church and social agency the association of Riverside Church and the New York Charity Organization Society in the operation of a joint employment service, now in its sixth year, should go into the record.

At the end of five years, this three-cornered employment service, financed by Riverside Church, operated by the COS, and housed at the offices of the State Employment Bureau had made 7262 placements, with the earnings of those placed estimated at $672,000. During 1935, the service reached a peak with 1599 placements, an increase of 9 percent over those made in 1934. This increase is particularly notable since in 1934 there were 140 placements on made-work jobs, while in 1935 all placements were in private industry, about one third in permanent jobs.

The employment service was born of a desire on the part of Riverside Church to help in the unemployment emergency as it showed itself in 1930. It would have been easy for us to establish a food kitchen, a recreation room, something which would perhaps have been spectacular and tangible, but in reality of no lasting value. Instead, we consulted the COS as to existing needs and the decision to create the employment service was the outcome.

The society and the church based their plan on the simple logic that the cure for joblessness is jobs, even if the cure is on a limited scale. As security for the individual was the aim, just "any job" would not do; the job must fit the worker, insuring as permanent a tenure as possible.

What was finally worked out was an individualized service for intensive placement work under two definite policies: the service must operate on a basis of efficiency and not of sentiment—men and women would be placed on jobs where they had a chance to make good and to secure permanent employment; the service would not ask persons who were on relief to accept sub-standard jobs, for the purpose of getting off relief.

With these policies in mind, it was necessary to find a modus operandi which would avoid duplication of any other service and make full use of available community resources. It was natural and logical to work in conjunction with the New York State Employment Service. To do so would give status to our undertaking, would utilize existing community planning for social service, and would affirm our belief that employment service is properly a public function.

The New York State Employment Service has cooperated with us by putting all its placement and vocational knowledge at our disposal and by giving us contact with its constant experimentation to improve placement methods and its constant effort to inform workers on industrial conditions and requirements for specific occupations.

When our employment service opened its doors in 1930, we had a fixed policy, but detailed methods had to be worked out. As a first step a trained social worker was added to the staff of Riverside Church to help us refer to proper social agencies the people, strangers to us, who asked for our assistance, and to aid our church Employment Committee in its endeavors to find jobs to be filled by the employment service. This worker was in effect the liaison officer between the church and the other two sides of the triangular cooperation.

In the offices of the employment service are two social workers, primarily trained and experienced in placement work, but whose task is much more than placement. Theirs, they hold, is in part an interpretive job endeavoring to fit the man to the job as well as the job to the man. They estimate employability and attempt to interpret the industrial situation to the applicant.

Applicants come to the employment service not only from the social work department of Riverside Church, but from the nine district offices of the COS. Thus an applicant has been known to a social worker before he even comes to the employment service, and a record of his situation, work history and present circumstances precedes him there. In addition, the placement worker and social worker frequently confer on cases and pool their evaluations, while case workers in the district offices are invited to the employment service from time to time to discuss individual cases, to explore possible avenues of employment for those with whom they are working, and, in the case of younger applicants, suitable vocational training.

THE service maintains close contacts with employers and periodically checks with them on how its placements work out. This is done not only for continuing awareness of the employers' point of view and the conditions of work but as a means of strengthening the confidence of employers in the ability of the service to supply reliable workers.

It is not for me to say what benefit this joint project has been to the COS though it seems obvious that it has broadened the society's usefulness to its clients. As for Riverside Church, the employment service has done much more than open a useful avenue for the expenditure of funds. It has widened the sense of responsibility of our congregation to aid in every possible way in meeting the need for employment and has given its members a tangible avenue through which to express that sense of responsibility. No Sunday goes by without our congregations being reminded that there is continuing need of jobs and that each member can be of service in opening job opportunities. We are proud that more than half of the placements made by the employment service have been in jobs opened up through the church and its congregation.

The whole project constitutes, I believe, a valuable demonstration of effective cooperation between church and social agency. The achievement of taking hundreds of men and women out of the ranks of the unemployed and restoring them to independence could not have been accomplished as effectively by either church or COS working alone. Working together, the two, with the aid of the State Employment Service, have performed a valuable service which has extended beyond those who secured jobs.

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In Your Image

Six Sonnets

By

Patricia Sheehan

Dear God, I am so helpless, help Thou them,
This sorry crowd of mine, the halt and blind;
I stumble, too, and grope, nor can condemn
Their blunderings which serve but to remind
How great their need, how little I can give;
Mary the foolish, Mike the weak, and Joe
Who, old in years, has yet to learn to live—
If I who love them fail, where can they go?
Dear God, they are Your people, help Thou them!
Made in Your image, to Your likeness true;
For me, this is my only stratagem,
To gather them and bring them all to You;
Help me discern beneath the ugly clay
That which You destined for a better Day.

I

He treads a daily Calvary, this man
Of woe; there is no one to know his grief;
Alone he meets injustice such as can
Corrode the soul, and still beyond belief
Is just to her who topples all his life
To dust and mocks him where he sits amid
The ashes of frustration, worn with strife,
Black bitterness upon his mouth and hid
Within his breast the pointed sting of shame;
Although he is untaught, wisdom he knows
But not from books and pride, though not of name;
Dignity is potent in these shabby clothes
And patience valiant when spite wears it thin;
I speak of him you call, "that sullen Finn!"

II

Look! Here is charity without its sting,
Here in the humble home and simple life
Of one who knows the want of everything,
And yet whose heart and work-scarred hands are rife
With treasures for some soul more luckless still;
Warm dresses for a neighbor's shabby twins;
A washing done for Ben whose wife is ill;
A baby rescued from the monstrous sins
Of care uncertain and of loveless living;
A loaf of bread for blind, old Mrs. Hass;
Here, no self-conscious, here, no careful giving,
No tinkling cymbal and no sounding brass;
Here, but a Swedish servant girl now grown
To able womanhood, obscure, unknown.

III

His wife has personality; there are
Many who come to this outlying place
To see the nervous, eager woman, far
Rumored as an artist of much grace;
Intrigued by novelty they do not see
A long lean man with rumpled hair slouching
In the cluttered background, on his knee
Or in his arms a babe, shrill noises vouching
For others in the kitchen out of reach.
This lanky, rueful Irishman, a tomb
Of silences and slow, infrequent speech,
Dry of wit, laugh wrinkles lighting the gloom
Of his solemn face, is breadth to her height,
Branch to her flowering, ground to her flight.

IV

A humble and ungainly figure as
She stoops above the hoe, this woman of
Italian race, lowly of birth, will pass
Her days from yard to kitchen or, above
This rocky slope, in church until her death;
Obscure as grass roots underneath her spade
And as vital, ten times she has lent breath
To new life; in three countries she has made
A home, yet circumscribed at all times by
The dictates of her husband, a bluff man.
Whence is this gnarled body dignified? Why
Is the seamed, brown face distinguished with an
Ancient wisdom, strength, and beauty? Behold,
This is the "valiant woman" sung of old!

V

Determined as a common flower that grows
Upon a dung-heap, she has her roots
In foulness; yet the wind is sweet that blows
To her, fresh with a dream of life that suits
Her hopes which look beyond the confines bleak
That edge her mother's feeble, flickering mind,
Her father's furtive, slinking paths that sneak
Outside convention's pale; she is not kind,
Not tender; rather she is ruthless with
A fierceness born of desperation; known
To her is decency but as a myth;
Thus fettered by a toiling mind and grown,
On the slow rack of crippled flesh, awry,
The dreams will droop, her spirit never die!

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The Common Welfare

Dissension in the Unions

AS this issues comes from the press, the announcement will be made (September 5) which will show whether peace is still possible between the American Federation of Labor and the affiliated unions which, under the leadership of John L. Lewis of the United Mine Workers, have formed the Committee on Industrial Organization [see *The Survey,* August 1936, page 239].

When the executive council of the federation met on August 3 the members of the CIO, summoned to appear before it to answer charges of "dual unionism" and "fomenting insurrection," refused to appear. The council listened to the charges and the evidence behind closed doors, and announced that, unless the CIO were dissolved by September 5, the unions would be suspended.

The constitution of the federation provides that the charter of an affiliate can be revoked only by a two thirds vote of the annual convention. The CIO now includes more than 40 percent of the total AF of L membership. The Lewis group could therefore vote down a proposal to expel them from the federation. But the constitution also provides that only delegates from "unions in good standing" can be seated in the convention. If, as now seems likely, the CIO leaders refuse to recant on September 5, the Tampa convention of the federation, the week after election, will almost certainly begin with a fight over the eligibility of the representatives of the suspended nationals, the CIO claiming that the action of the executive council was irregular, the other side holding that, since their organizations are no longer in good standing, the delegates cannot be seated.

Reaction to the executive council decision has been by no means unanimous. Two national unions not connected with the CIO, the Iowa State Federation and a great many central bodies and locals have passed resolutions condemning the council's action. Other groups have passed resolutions of commendation and support. The New York State Federation of Labor, in its convention the end of August, had a long and bitter debate on the subject. A compromise resolution was finally adopted, declaring for a "hands off" policy, but at the same time upholding "the constitutional authority of the American Federation of Labor."

Speaking before the New York convention and on other occasions, Mr. Green has argued that the question at issue is not industrial versus craft unionism, but majority rule, pointing out that the Lewis group was voted down two to one in the Atlantic City convention last fall. Lewis and his followers hold that the traditional craft union structure, devised many years ago, fails to meet the needs of labor in the great mass production industries, where there are relatively few skilled workers eligible for craft union membership, and where the great body of semi-skilled and unskilled workers have never been brought within the labor movement. This faction points to the continued failure of the federation to reach these groups, and insists that only through strong industrial unions can the workers gain weight and authority in bargaining with their powerful corporate employers. As the CIO sees it, "This issue boils down to whether the AF of L will adapt itself to modern industrial conditions by creating modern unions."

Out of the Air

NEW areas in the vast field of preventive medicine are glimpsed in the announcement from the Harvard School of Public Health that the five-year studies of influenza by Dr. W. F. Wells and Dr. H. W. Brown have borne fruit. Under laboratory experimentation, the doctors report, they have recovered the influenza virus from the air and killed it by contact with ultra-violet rays. When a person with influenza sneezes, they explain, droplets are expelled which evaporate instantaneously but which leave a residue "in suspension." This residue, which drifts alive on air currents for some thirty minutes, lost its power of infection under ultra-violet irradiations.

Like all good scientists Dr. Wells, speaking for himself and his colleagues, makes no prophecy on the practical application of the findings. No scientist, he emphasizes, can go beyond his experiments, but he adds:

> In view of the proved possibility of infected matter being carried by air, reasonable efforts to free air supplies from living micro-organism are justified in the light of general sanitary principles. The effectiveness of ultra-violet light for such purposes would also seem to be demonstrated by our experiments . . . the great reduction of intestinal disease through water purification since the turn of the century might prompt us to hope that some of the diseases which are transmitted through the respiratory tract may be checked by methods for purifying air supplies.

The Fight on Cancer

IN marshalling forces for its fall thrust in cancer education, the American Society for the Control of Cancer is lining up a Women's Field Army. Turning to the General Federation of Women's Clubs for help in filling its need of an organization of intelligent laity, the society finds an ideal nucleus for a nation-wide educational drive on cancer. Two million "educated and public-spirited" women, members of the federation, will supply the membership for the Women's Army which will organize in military style, starting with state commanders, vice-commanders and captains, and seek annual "enlistments," with the cooperation of organized groups of women outside of the federation as well as within it. The effort is now in the stage of preliminary organization.

Contumacy

INVESTIGATION into industrial espionage, the activities of strike breaking agencies and other anti-labor activities was resumed last month by the subcommittee of the Senate committee on education and labor, Senator La Follette, chairman. The committee was at once forced to invoke a law passed at the last session of Congress, making "contumacy" or failure of a witness to appear in response to a subpoena an offense punishable by a jail sentence of one month to one year, or a fine of one thousand dollars, or both. The committee moved for the indictment

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of six officials of the Railway Audit and Inspection Company, one of the largest and most successful of the agencies which supply employers with spies on their workers, and with strike breakers. [See *Survey Graphic,* April 1936, page 220.] These officials, summoned to give testimony and produce records before the committee, refused to appear. An investigator for the committee told how he was denied access to files of the Railway Audit in Atlanta. By watching the trash baskets when they were carried out by the office cleaners, the investigator found that the records were being destroyed. He stated that he had been able to patch together some letters relating to "hook men" placed in industrial plants to report on the activities of the employes. Committee investigators in Pittsburgh, Philadelphia, Brooklyn and St. Louis also told of fishing in waste baskets and finding destroyed or partly destroyed records of the RA and I agency. The hearings will be continued.

Won't — or Can't?

WISE-CRACKING about spinach to the contrary, Americans apparently buy when they can the kinds of food that nutritionists would want them to buy. Preliminary results from a new series of studies have been released by the federal Bureau of Home Economics, showing that as buying power rises, it is for milk, heat, butter, eggs and fresh fruits and vegetables that the extra dimes and dollars are spent. Put it in terms of eggs, for example: consumption rises from an average of ten pounds per person per year in families where the average annual expenditure for food is $30-$60 per person to 48 pounds when food money is as much as $210-$240 per person per year. The Bureau finds it reasonable to suppose that if families now spending less than $120 per capita per year for food could spend as much as $120-$150, city families would eat nearly half as much again as they do now of eggs, citrus and other fruits and tomatoes, and leafy, green and yellow vegetables. Consumption of milk and butter would be stepped up, it is estimated by a third or more; of lean meat, poultry and fish, by nearly a quarter. Figures such as these, brought together from investigations of food consumption made over a period of years, may help to show why the persistent advice of nutritionists does not always bring the results for which it is hoped. They also show the vast potential market for food products.

"They Don't Want to Work"

THE usually quiet lobby in the north wing of the Municipal Building was converted into a madhouse yesterday morning by more than 3000 men and women, who pushed, shoved and pummeled each other in an effort to be the first to obtain application blanks for positions as attendants, messengers and watchmen on city property. Forty patrolmen and officers and an emergency squad, called when the mob got out of hand, required more than an hour to quiet the jobseekers, but no serious injuries were reported. . . . The trouble started when the Civil Service Commission underestimated the effect of the announcement that there were sixty jobs open at from $1200 to $1800 in the city service. Applications will be received for the next two weeks and a concerted rush on the first day the blanks were distributed did not seem likely.

Before the doors of the Municipal Building opened at 9 a.m., however, there were more than 2000 persons waiting in the streets about the building. . . . *New York Herald-Tribune,* August 5, 1936.

"Rights" of a Juvenile

JERRY MAY, aged 15, on last December 30 was an eighth-grader in a Union City, N. J. school, who could boast a first-rate class record and an active place in his scout troop. Today Jerry is spending his eighth month in the Hudson County, N. J. jail, held there on a murder charge while New Jersey courts challenge as unconstitutional the laws by which the 1935 state legislature sought to put all juvenile offenders of the state finally and completely under juvenile court jurisdiction.

New Jersey has had juvenile court laws before, and her judges have challenged them before. Hence the action of the recent legislature, which sought to express, as the will of the people whom it represents, the public policy of the state (1) that children under sixteen are deemed incapable of committing crime and (2) if they do anything which is a crime at common law or under statute law it shall be called juvenile delinquency and the offender treated and held solely by juvenile courts, thus placing child offenders in a class apart from adult criminals.

But two New Jersey courts, referring to opinions handed down in the past, again insist that the state's juvenile court laws are unconstitutional and are busy championing the "right" of Jerry and others like him to trial by jury, i.e., to grand jury indictment and trial by jury under criminal process. Apparently these decisions take no cognizance of modern juvenile court philosophies and procedure, nor of the functioning of similar juvenile court laws in more than twenty states, where the law reaches a protecting arm around the juvenile—not to let him go scot free but rather to give him appropriate, often remedial treatment.

Unless a higher court in the state upholds the intent of the 1935 legislature, Jerry and the hapless tribe of boys likely to follow him will enjoy to the full their "privilege" of indictment and jury trial in criminal courts.

And So Forth

THE Federal Theater division of WPA will produce a dramatization of It Can't Happen Here, by Sinclair Lewis, if the arrangements are finally approved by government officials. The book, which pictures a fascist regime in this country, will be made into a play by Mr. Lewis with J. C. Moffitt, on leave of absence from Paramount, as his collaborator. A national production is planned, with simultaneous presentation in fifteen cities, with actors from six language or race groups. . . . When the mayor and town council of a small French town near Calais, after debating only an hour, failed to reach a decision on unemployment relief measures, a delegation of fifty determined, jobless citizens locked them up in the town hall. There they stayed until they made up their minds to ask state relief for the town. It took the mayor and his twenty councilmen twelve hours to compromise. . . . Last month when Mrs. Edith How-Martin, British advocate of birth control, crossed the Canadian line into the United States her lecture exhibits were seized by U. S. customs officials. Given free entry in India, China, Japan and Canada, most of the confiscated contraceptives were American products purchased here because of their widespread availability.

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The Social Front

WPA, RA, Drought

PRESENT estimates indicate that 500,000 heads of families will be in need of aid this winter, as a result of the summer's drought. This means a relief load of some 2 million individuals. The emergency area now embraces 756 counties in nineteen states, with the situation most acute in North and South Dakota, Minnesota, Montana, Missouri, Nebraska, Oklahoma, Wyoming and Iowa. The most recent figures given out by WPA show 80,501 destitute farmers now employed on emergency projects. This number was expected to reach 100,000 by September 1. Most of these projects provide road jobs or work under the water conservancy program which includes small dams, pasture ponds, reservoirs and other devices to help restore water supplies and raise the sub-surface level. [See *Survey Graphic* June 1936, page 302.]

The Resettlement Administration, the only federal agency now authorized to give direct relief, announced in mid-August that it was then caring for 32,000 cases in the drought area, and was prepared to take on an additional 125,000, including loan and grant applicants. The hoped-for rains in late summer did not materialize in sufficient volume to grow late food and forage crops. This is the chief factor indicating a steadily increasing relief load, which, it is estimated, will reach its peak in the Dakotas, where 75 percent of the population is likely to be on relief by late fall.

In the drought states, where the winters are severe, WPA projects to employ destitute farmers will not be feasible after snow flies. Cash grants can be made only through RA.

In considering the capacity of RA to carry the winter's relief load in the drought area, officials point out that the use of available funds for emergency purposes would necessarily be at the expense of the regular RA program of rehabilitation and land utilization.

Long Term Remedies—The President's Great Plains Drought Committee, Morris L. Cooke, chairman, has made a preliminary report, following a motor trip through the drought region. The committee held meetings with farmers, agricultural experts, and other specially informed residents, and made a first hand study of soil and water conditions. The report emphasizes the need for joint cooperative action between federal and state governments looking toward water conservation, change in crop practices over large areas, and the resettlement of families whose present lands cannot support life. The committee recommended that the government continue to buy eroded land so far gone that it does not justify restorative work, and lease land where erosion has not proceeded so far, on condition that owners devote it to grass or reforestation. A federal-state board is suggested to study these and related problems. The committee issues blunt warning that "we endanger our democracy if we allow the great plains or any other section of the country to become an economic desert."

"Drop" in Relief—The state of the nation's relief and work programs, as reported by the WPA's July analysis, shows a drop from more than five million persons and families "receiving general relief" early in 1935 to an estimated 1,930,000 in March 1936. By that date, however, WPA was giving federal relief in job form to the amount of 3,751,000. So that, in terms of combined relief categories, the "drop" in the nation's real relief load turns out to be from an estimated 5,436,000 on relief in March 1935 (before WPA) to 5,681,000 receiving relief in March 1936, if WPA and general relief rolls of states and municipalities are considered together.

The decrease from more than 15 percent of the population on direct relief in the first three months of 1935 to 5 percent in March 1936 is attributed "in part to the Works Program and private employment and also to the increase in the number of persons receiving benefits under the Social Security Act." A slight decline in the percentage of the population receiving general relief, from January to June 1936, is attributed to WPA, private employment, the Social Security Act and also to the decline in funds available for general relief. "Average monthly relief benefits per family receiving relief in the United States declined considerably in most states between the first quarter of 1935 and the first quarter of 1936. . . . Reduction in average benefits followed almost immediately the changes in organizational setup, policies and methods of financing state relief administrations in the latter part of 1935. Obviously the cessation of relief contributions from the federal government was the primary reason for the decline in the average monthly relief benefits per family. . . . The decline in funds has also brought about a lowering of relief standards in certain states."

Scrap Book—In order that its workers may "be more adequately informed" on local WPA activities and the state of public opinion regarding them, the Louisiana WPA has authorized all district directors to subscribe for six months to "one newspaper published in each parish of your district, either a daily, semi-weekly, weekly, semi-monthly or monthly publication." Articles "which in any manner pertain to the administration" are to be clipped and entered in a scrapbook which the director "should review very carefully and take adequate measures to correct any impressions or criticisms which are not justified. . . . This policy should certainly aid in promoting goodwill and harmony between the administration and sponsors of projects, as well as clarify any misunderstanding of the policies of the administration as they relate to the public."

WPA Vacations—With end of summer near, WPA employes at last reports still waited for a decision on their fate as to vacations. Federal Judge John W. Clancy reserved decision on several applications to show cause why WPA employes should not receive vacations on the same basis as other federal workers, and similarly on the government's motion to dismiss the suits. But for a few additional arguments, *The Survey* for August, page 241, still tells the story as we go to press.

Peak—The accepted peak of WPA employment, March 1936, has been analyzed by WPA researchers, for the occupations of its workers. Almost 700,000, or about 24 percent of the total of 2,952,140 persons then employed on regular WPA projects were assigned to jobs paid at higher than unskilled rates, and requiring some occupational training. Skilled and semi-skilled workers on building and construction projects numbered almost 8 percent of the total; office workers, chiefly clerks, typists and stenographers, 5 percent; professional and technical workers such as teachers, musicians and engineers, more than 4 percent. Of the total WPA project workers, 76 percent, or 2,250,741 were assigned to unskilled work. This group was composed largely of workers usually employed in domestic and personal service, farm laborers, and semi-skilled workers in

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manufacturing and similar industries.

An analysis of WPA rolls in May 1936 showed 16 percent of all employes to be women. This was a slightly larger proportion of women than at the March peak, more men than women having left the relief rolls. At the same period (May) the WPA's emergency education program employed 40,585 teachers, 6602 of them in teaching 266,630 people to read and write.

Relief

LAST month's relief close-up focused on three crisis spots—New Jersey, Pennsylvania, Illinois—with "anything" apparently possible in each. August saw the crises met with compromise and temporizing; without explosions or cures.

"It is hard to believe that over 80,000 families are being slowly starved into inertia, but the folks closest to them seem to think that this is the case," says our most dependable Chicago correspondent. "We simply haven't enough money," Leo Lyons, the city relief commissioner is quoted as saying; ". . . we cannot promise any better and maybe will not do so well as we promise. It is a terrible situation. We have many evictions, but what can we do about it?" This on August 19, after the Illinois legislature had made its provision for relief, through February 1937.

"Although relief has been resumed, in supplying the mere need for existence," said the Philadelphia Non-Partisan Committee on Relief, after investigating the effect of two stoppages of relief during recent legislative squabbles over provision of state funds, "families have mortgaged their future existence—scanty supplies of winter clothing will have to be replaced . . . debts will have to be repaid . . . once again [these families] have had their meager support withdrawn and the effect on their mental state cannot be expressed in measurable terms."

Asked if a crisis was at hand in mid-August, Governor Hoffman of New Jersey said: "Yes. I do not mean by this that there are immediate prospects of starvation and hunger . . . but we are going through a period in which we are postponing the evil day of reckoning. . . . We are making for fiscal chaos in our local governments and unless there is some remarkable pick-up in employment throughout the state, we are headed for human suffering."

Illinois—Funds for relief finally were provided by the legislature, bringing total state relief funds to $3 million a month, through February 1937. Chicago's share will be $1,900,000 estimated as still from $600,000 to $800,000 a month short of the city's needs from this source. Administrative costs will be limited strictly to 8 percent, which restriction will cut the July 1 staff of 2200 to about a thousand. It is estimated that caseloads, under such an arrangement, will be around 250 to a worker. The new staff must qualify under civil service, which includes Chicago residence.

A recheck of all cases, scheduled for September, means reapplication of the entire present caseload. After that new cases may be received after two months of "closed rolls."

Private agencies in Chicago are forced to tighten their belts. Joel Hunter, director of the United Charities, announced that the organization recently has been exceeding its budget by $1500 per day, due to pressure of emergency cases, that it can take no more for which state law makes the city responsible, and will have to stop as soon as possible caring for its present load of emergency cases. "We have been trying to stand in front of a forest fire with a squirt gun," he said, pointing out that the normal 3 percent of family relief carried by private agencies can not be expanded to make up the public deficiency.

As for social workers, rank and file and so-called "old-liners" have joined with client marchers and Chicago's city administration—some as silent partners, some deploring pressure methods, it is true—in a common determination to get provision for state relief funds through the legislature.

There is now slim prospect for payment of rents, except in emergency cases. Lack of money for fuel, gas and light, clothing, medical care, all have been comparatively inconspicuous under summer conditions. Chicago's crisis seems certain to intensify as fall and winter come on. "The unemployed have simply taken the count and haven't spirit enough to do anything about it," is the testimony of workers who have done yeoman service this summer in private agencies.

New Jersey—With relief still "on the localities," with a very slim state fund doled out on an emergency basis to especially needy towns, the press continues to feature deaths reported from time to time and attributed by some to starvation—cause disputed by some. As we go to press, the relief issue of the moment is a special session of the legislature to provide for financing relief. The New Jersey League of Municipalities has petitioned the governor to call the session. "The problem of the municipalities has become too serious to be longer ignored. The legislators must recognize that both the relief and tax problems are no longer temporary," they say, while declaring almost unanimously that their towns are unable to carry the relief burden resting on them.

The governor says, for his part, that he realizes that such a session is advisable; that he will call it only when he has evidence that a sufficient number of legislators will support a plan that will actually finance emergency needs instead of continuing what the press has been calling a factional fight between the legislature and the governor.

A new angle is given the efforts of the Workers' Alliance by the prosecution of a local poor relief official for alleged violation of a state law, passed in 1936, which makes it a misdemeanor for a relief director or overseer of the poor to fail to provide shelter for needy persons. The Workers' Alliance has issued an ultimatum threatening more of the same; the official against whom charges have been made says simply that "it is just an example of what happens when the legislature fails to provide relief funds . . . and allows the localities to hold the 'bag.' . . . If we had given rent also we could not have been able to feed the needy as long as we have."

Pennsylvania—The $45 million compromise appropriation for relief finally was agreed upon and the threatened move to turn relief administration back to local poor boards was quashed, in a prolonged session of the legislature. It is expected that the latter proposal will return to haunt the next regular session. Relief was resumed the first of August, after its second stoppage of nearly two weeks. [See *The Survey,* August 1936, page 240.] During these periods, according to the Philadelphia Non-Partisan Committee survey, quoted earlier, families cut off "eked out subsistence through peddling, begging, scavenging, pawning . . . or depended upon already overburdened private agencies, relatives, friends, . . . and upon food orders distributed by the police stations."

A recent bulletin from SERB announces that a plan for placing direct relief on a cash basis throughout the state will begin sometime late in September. Most Pennsylvania counties now issue multiple commodity orders. The new system will issue a single cash grant for all needs.

Turnover—The enormous turnover in home relief rolls in New York City tends, says Charlotte E. Carr, director of the ERB, to make certain of its problems perennial—for example, clothing. Some hundred thousand "old" families leave the relief rolls every year, their place taken by a hundred thousand "new" families practically all of them so miserably clothed that their condition constitutes an emergency. In fact the clothing needs of the newcomers are such that the ERB has scarcely

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ever been able to get its head above the waters of "emergency."

In late July however the ERB began a distribution of clothing and household articles produced in WPA sewing rooms which, while in no sense a complete outfitting of the relief clients, represented a somewhat improved degree of adequacy. The garments and household articles such as sheets and towels were produced by some four thousand women from materials, upwards of a million yards a month, supplied by WPA. By the time the project has lived its allotted span it will have produced something like 210,000 garments for women and girls, 110,000 for men and boys and 32,000 for small children as well as close to a million sheets, towels and pillow cases.

The turnover of cases in the ERB is also responsible for the continued activity of its insurance department which in a recent month served clients, in relation to policies, by which $116,521 in cash refunds and $156,061 in mortality and other claims were realized. As a result of these funds 393 families were able to go off relief while still retaining a reasonable amount of insurance protection.

Back of Relief—Add as a "must" to the lengthening bookshelf of the literature of emergency relief the volume of 326 pages in which William Haber and Paul L. Stanchfield record the history of recent events in Michigan where practically every phase of "the business of relief" has had full-sized exemplification. (Unemployment Relief and Economic Security: A Survey of Michigan's Relief and Unemployment Problem. Second report of the State Emergency Welfare Relief Commission, Lansing, Mich.)

Michigan's problems have been and are those of great industrial cities and great agricultural areas, of urban and rural communities and of "stranded" districts. This therefore is much more than a report, though there are abundant sustaining statistics. It is indeed a thoughtful scholarly discussion, drawn from the laboratory of the past few years, of the origin and nature of a wide variety of problems of human insecurity and of methods of dealing with them. The authors' eyes are constantly on the future and on the significance of trends, social and economic, as they develop, and on experience as a guide to future legislation. They plead for orderly and unified state and local administration of social services, although they say: "In the broadest sense no form of relief and no form of social insurance can provide a final answer to the problem of insecurity. Even if the unemployed worker is protected against want, the existence of unemployment and idle production equipment will bear witness to our failure in making effective use of the almost unlimited economic resources of the nation. Insecurity in modern industrialism can be attacked most effectively by attention to some of the broader economic problems of our social system."

Comparisons—Since 1933 the Research Bureau of the Council of Social Agencies of Providence, R. I. has made an annual check-up of conditions in families on relief rolls of public and private agencies. The findings of the last check, as of January 1936, are now available. (Price 15 cents from the Bureau, 100 North Main Street.) Given all the statistical weights and balances, the Bureau finds that:

The need for cash by families on relief is still urgent.

Relief received in January 1936 was less than in January 1935.

A much larger proportion of one and two-person families are on relief this year than ever before.

Heads of families are more often than not native-born Americans who have lived in Providence most of their lives.

Fewer families are being evicted than previously.

Household equipment, including clothes and blankets, is inadequate in a larger proportion of families than in former years.

Children are not getting the amount of milk recommended as a minimum by nutritionists.

Families have not been steadily on relief since the depression; half the families on relief in January 1936 had received relief less than eighteen months during the past six-year period.

Security

THE first unemployment insurance benefit ever drawn against a public fund in the United States was paid last month in Wisconsin. The first draft on the fund built up by Wisconsin employers under the country's pioneer unemployment insurance law was by Neills B. Ruud of Madison, who drew $15 for one workless week. The payment was charged against the account of the Brock Engraving Company, under Wisconsin's "segregated fund" plan. Mr. Ruud is now back on the job with the same firm.

Review—Last month the Social Security Board observed the first anniversary of the signing of the Security Act with a review of accomplishments since August 14, 1935. The board had to function until February 11 with small amounts out of emergency funds, because the deficiency appropriation bill was filibustered to death by Senator Huey P. Long. The board now occupies the whole of the old Labor Department building on G Street. Greater progress has been made under old age assistance than any other title of the bill. The board has approved plans for assisting the needy aged in thirty-eight states, and on August 14 had before it for possible approval similar plans from Florida, Pennsylvania and South Dakota. Officials estimate that the federal government, under the Security Act is already aiding more than one million individuals with grants totalling $48 million, which supplement state funds.

Administration—Indiana is undertaking a state-wide survey to determine whether employers subject to the unemployment compensation law are complying with its provisions. . . . Delegates to an interstate conference on unemployment insurance met in Concord, N. H. last month. The aims of the meeting were to promote cooperation between states having unemployment insurance legislation and to standardize methods of administration. . . . The Maryland Board of State Aid and Charities announces the basis on which county welfare boards will be allowed to employ caseworkers to handle old age assistance, aid to dependent children and aid to the needy blind. The size of the staff is to be based on the population of the county and the size of the assistance load. Salaries must be within limits to be established by the state board.

Rhode Island is giving out forms and explanatory literature to employers who come under the new unemployment insurance law. Preliminary estimates indicate that about 5500 employers of four or more persons will be assessed $1,800,000 during the first year. There are some 200,000 employes on these payrolls. . . . Wisconsin is establishing offices and sub-offices to serve its unemployment compensation districts, and the outlying communities of these districts. Primarily the function of the offices is to advise employers and employes on the payment of benefits and "all matters relating to the field of unemployment compensation." . . . The U. S. Employment Service in Washington has organized a liaison between its office and the Social Security Board. In an article in the current *Employment Service News*, W. Frank Persons, director of USES, points out that this cooperation "must be duplicated in the states in a liaison between the state organization of unemployment compensation and the state employment service. This tie-up is absolutely essential and indispensable for

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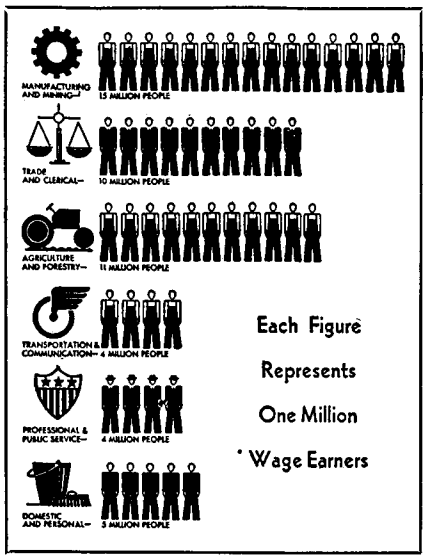
the proper functioning of unemployment compensation. . . . The Children's Bureau has transferred to the division of public assistance statistics of the Social Security Board, the collection and tabulation of the relief statistics of 120 urban areas, data formerly published in monthly bulletins of the bureau as "changes during (month) in different types of public and private relief in urban areas." The collection of relief statistics in the forty-five registration areas will continue to be a function of the Children's Bureau, but the data will be included in material published by the board. The board will continue to collect and publish data on old age assistance, aid to dependent children and aid to the blind, as required under the act.

For the Unemployed—Forty-five percent of the eligible workers in the country are now governed by unemployment insurance, the Social Security Board reports. A number of state legislatures, including Colorado, Connecticut, Delaware, Maryland, Michigan, Ohio and Pennsylvania are expected to consider unemployment insurance at their next sessions. . . . Governor Blood of Utah last month issued a proclamation calling the legislature in a special session "to amend Utah's unemployment insurance statute so that it will conform with the federal law." The Utah law is considered unworkable unless harmonized with the federal plan. As enacted, it levies a 3 percent tax on payrolls, whereas the 1936 federal tax is one percent.

For Mothers and Children—Thirty-six states, the District of Columbia and Alaska are now giving services to crippled children under the Social Security Act. The latest state plans approved by the Children's Bureau, which administers this title of the act are those of Nebraska, Ohio, Utah, Pennsylvania, Mississippi and Massachusetts. . . . In North Carolina, fifty girls and boys are reported convalescing from operations to correct crippling deformities, and more than a hundred have been assigned to hospitals for treatment. The North Carolina program is under the jurisdiction of the state board of health. . . . Delaware last month became the twenty-first state to secure federal cooperation in its program for needy dependent children, when the state plan was approved by the Social Security Board. The Delaware program will be administered by the Mothers' Pension Commission, which consists of nine women appointed by the governor, three for each county. About 231,500 children are now receiving aid under the cooperative federal-state social security program. . . . Health Officer Rhuland of the District of Columbia hopes that maternal mortality figures can be cut down under the maternal aid feature of the Social Security Act. The death rate of mothers in the capital last year was 4.18 per thousand live white births, and 9.76 per thousand live Negro births.



Courtesy of *N. Y. Times*

What Americans Do—Social Security Board Chart

For the Aged—The Social Security Board reports that standards established under the Security Act have induced many states to raise their own payments to needy old people. Thus in North Dakota, where the average payment in cash or in kind was 69 cents a month in 1934, it is $15.94 in 1936. In Nebraska average monthly payments have increased from $1.22 in 1934 to $14.86 this year, and in Idaho from $6.74 to $21.21. Connecticut, which had no old age assistance in 1934, now gives benefits averaging $21.80 a month. . . . A survey by Alabama's state department of welfare shows that thirty-three of the sixty-seven counties have abandoned almshouses since the security program was enacted by the legislature in 1935. Fifteen more counties are arranging to transfer their needy aged from almshouses to the security program. The survey also shows that 62 percent of all almshouse inmates were eligible for old age assistance and 28 percent for benefits provided for the handicapped. . . . Similarly from Portland, Me. comes the report that the Hallowell poor farm on Granite Hall is without inmates, due to old age assistance, and the city council is selling the farm.

Constitutionality—The insurance law section of the American Bar Association concludes that all titles of the Social Security Act are unconstitutional, in a report to be laid before the association at a meeting after this issue goes to press. The committee holds that the federal program goes beyond the delegated powers of Congress and invades fields reserved to the states. Aside from legal questions, it is "clearly of the opinion that no law should be enacted in any state which would place a premium on loafing and grant rights to a loafer." The report holds that grants to the states are invalid under the AAA decision; and that old age benefits and unemployment insurance violate the due process clause and, further, are discriminatory legislation. One member of the committee, Herman L. Ekern of Chicago, filed a dissenting opinion, charging that the majority was trying to find a sinister motive, and holding that "by any fair test" the act is constitutional in every substantial part. . . . The California state controller, Ray L. Riley, has refused to draw a warrant authorizing the transfer from the state treasury of any funds in the California Unemployment Reserve Fund. Unless these funds are transferred, California employers will receive no credit on the federal payroll tax, due January 1937. If they are transferred, California employers will receive this credit but will be unable to claim a refund of the taxes paid to the state if the federal law is subsequently found invalid. The San Francisco Chamber of Commerce is supporting the controller in this action.

Against Crime

NEWS of the month "against crime" is the launching of the National Crime Prevention Institute, president Sheldon Glueck, professor of criminology at Harvard Law School and much quoted for his social research.

The Institute's announced intention is "to develop and carry on crime prevention programs in areas of this field not now occupied by other agencies until such time as other agencies are ready to carry on such functions; to act as a clearing house of crime prevention information; to provide machinery for conference and voluntary cooperation looking toward the coordination of crime prevention activities in city, state and nation."

Executive direction of the Institute is in the hands of Rowland C. Sheldon, director also of the Big Sister and Big Brother Federation, Inc. Frederic M. Thrasher, assistant professor of education, New York University, is secretary. The board of directors and committees list a roster of some hundred persons, mostly well known in social work or educational circles. An elaborate committee setup, by functional divisions, tents over wide geographic, professional and philosophic territory. Press comment has been generous, reflecting a ready public acceptance of the aims of the newly created Institute.

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Looking toward the schools as important channels for crime prevention efforts, the Institute at last report had enlisted thirty-three state school superintendents. Director Sheldon explained that, while future plans are now exceedingly nebulous, it is hoped that the Institute may be able to push mandatory child guidance centers in schools. Extensive studies are now being made by the Big Brother and Big Sister Federation, Inc., which aim to develop means for early recognition of delinquent tendencies. The Institute hopes also to interest normal schools and seminaries in including courses which will give teachers a better understanding of causes and prevention of crime.

The committee to formulate Institute objectives, Professor Thrasher chairman, in a precise "tentative statement" sees as the chief possible contribution: "the coordination of existing activities and the filling of gaps. There is a definite need for a cosmopolitan organization that can secure a perspective on these varied activities and use its efforts to bring them into closer functioning. It can sense important projects and secure their adoption by the pertinent national agencies. It can conduct exploratory or demonstration studies in conjunction with the appropriate specific agencies; it can build community programs through drawing together the various part-interests; it can discover needs for which no agencies exist; develop these new fields and organize agencies to care for them; it can arrange periodic reviews of the activities of specific national agencies either directly or through supervising joint enterprises and thereby bring the separate agencies into unison."

Community Chests

COMMUNITY chest giving this year has taken its first upward swing since the toboggan slide it took after the peak year of 1932. Figures gathered by Community Chests and Councils, Inc., and brought together in a bulletin, Trends in Community Chest Giving, show that two thirds of the chests reporting campaigns both years raised more for 1936 than for 1935, and that as a whole they netted a 4 percent increase. All told, 419 chests raised $76,127,011 for private social work in 1936 as represented in the community chest movement. A total of 417 chests raised $69,102,248 for 1935. "Results of the spring campaigns point toward a further upward trend during the fall. Spring results increased 7.7 percent over 1935, and for a number of years spring campaigns have shown which way the wind was blowing."

Another bulletin, 1936 Chest Budgeting, shows that community chests continue to appropriate substantial sums for the care of dependent families and children, "in spite of provisions for social security and the large expenditures from public funds for relief." Reports from 112 chests, regarded as representative, show that for 1936 they appropriated from their available funds 44.1 percent for the care of the aged, for dependent children, and for other types of dependency including service and relief to families. This represented an increase of 13.2 percent in appropriations for the aged and of 4.3 percent for dependent children. Appropriations for dependent families were 0.7 percent less than for 1935.

The chests budgeted 23 percent of their funds for leisure time services, a 5.8 percent increase; and 20.3 percent for hospitals and other health services, an increase of 4.4 percent of the former and 8.1 percent for the latter.

Failures to pay up on the part of those whose good intentions at campaign time did not materialize later, plus inevitable losses from deaths, were costly. Chests found it necessary to estimate, for collection shrinkage, 5.6 percent of the total amount raised. Of the total available for distribution, 89.7 percent was appropriated to the member agencies and 8.8 percent to the chest and council, including expenses of the campaign and of the social service exchange. The small remainder went for various projects.

A significant fact brought out in the Trends bulletin is that the average size of gifts is still decreasing, while the number of givers is increasing. The average gift declined from $10.91 for 1935 to $10.12 for 1936, while the number of contributors per 100 population increased from 15.8 to 17.5. Contributions averaging under five dollars increased 12.7 percent this year over last; gifts of over $100 only one percent.

One third of the chests report that 1936 budgets provide some increases in social work salaries, particularly in the lower brackets. However, "Salaries are still below those paid in the predepression days, although in three cities they were reported to be somewhat higher than they were in 1928 and 1929."

In contrast to the $76,127,011 raised by 419 chests for 1936, a table shows that fifteen years ago forty-nine chests raised $23,656,000. Since then there has been a steady growth in the number of chests, but with marked variations in the amounts raised. The banner year was 1932 when $101,191,949 was subscribed. The relief appeal that year drew contributions considerably above the normal level of giving.

CC and C, Inc. notes, among evidences of general improvement in chest contributions, that "small chest campaigns were outstandingly successful this year. When chests ceased to meet any substantial portion of the emergency relief load and the totals raised declined accordingly, the rate of decrease was far more rapid in the small chests than in the large ones. It is particularly significant, therefore, that this year the small chests are in the lead in the 'comeback.'"

The Public's Health

FIRST drafts have been completed of a series of international health indices for the use of the Health Organization of the League of Nations. Designed for local, national and international use the indices are arranged to gather data in three fields: actual health and vitality of the population; environmental conditions which influence health; and activities of official and voluntary health agencies. The Milbank Memorial Fund has given technical and financial aid in preparing the indices, while most of the work was done at the Yale School of Medicine.

Security in Health —During the first three months under the Social Security Act, closer coordination of federal, state and local health departments increased local health units from 540 to 715; state units for study of industrial hygiene from five to sixteen; and established state supervision of local health administration in nineteen states and widened its scope in others. Thirty-three states strengthened engineering departments of health services; twenty-seven improved laboratory facilities; twenty-four expanded preventable and communicable disease control; nineteen elaborated vital statistics; thirteen aided the fights on tuberculosis; twelve improved nursing service, and eleven extended study into venereal diseases.

Health Training—To help meet the demand for training of public health personnel, training centers subsidized from Social Security funds are being organized on a number of campuses. Both full year and short term courses have been arranged for medical officers, nurses and sanitary engineers. Detailed information may be secured from the appropriate institution: University of California, both short and full year courses for all classes of personnel; University of Minnesota, short courses for medical officers, nurses and sanitary engineers, full year courses for nurses; University of Michigan, full year and short courses for medical officers, engineers, nurses, sanitarians; Vanderbilt University, short courses for doctors and engineers; University of North Carolina, short courses and some full

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year courses for all classes of public health personnel, including a special course for dentists; Johns Hopkins School of Public Health, training in the field of venereal disease control; Harvard School of Public Health, a limited number of trainees in maternal and child hygiene; Medical College of Virginia, a course for Negro nurses. A state health officer sending trainees to institutions not subsidized will be entitled to pay the tuition fee from Social Security funds.

Included in the list of new PWA grants for New York City is the item of $141,300 for a health training center to be erected on East 70 Street at a total cost of $314,000. The building, to be constructed by PWA and WPA labor, must be under way not later than October first and must be completed within a year.

Hay Fever—The New York State Department of Health, enlisting the cooperation of the U.S. Weather Bureau, the State Conservation Department and the Abbott Laboratories of Chicago, has initiated its first ragweed pollen survey. It is expected that the findings will confirm earlier investigations by the department, indicating that the central Adirondack region is relatively free from the offending plant. . . . A new folder, Eradicate Ragweed, A Cause of Hay Fever, which helps identify and suggests means of eradication of the plant, may be obtained from the division of public health education of the department, Albany, N. Y.

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(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

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Baltimore, Md.

Relieve Acid Indigestion

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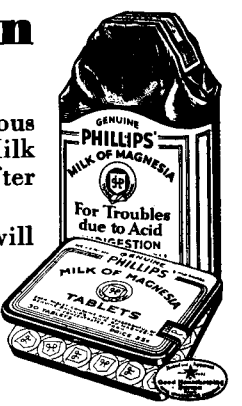

People who suffer from "stomach upsets" and various forms of indigestion find quick relief in Phillips' Milk of Magnesia. Just take 2 teaspoonfuls 30 minutes after eating, and again at bedtime.

Relief will come in a few minutes. Your stomach will be alkalized—soothed. Nausea, upset distress disappear. Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.

Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.

PHILLIPS' *MILK OF MAGNESIA*

City Clinic—From Peoria, Ill. come reports of a clinic housed in the City Hall to provide more adequate medical care for indigents and low income families. Physicians have agreed to contribute their services, while the Community Fund and county agencies have made appropriations for other expenses. The Community Fund has stipulated that an executive committee of physicians and lay persons be appointed.

Milbank Report—The published proceedings of the fourteenth annual conference of the Milbank Memorial Fund held in New York in March takes its title, Next Steps in Public Health, from a memorandum prepared for conference discussion by Edgar Sydenstricker who died almost on the eve of the two-day meeting. A portrait of Mr. Sydenstricker and an expression of appreciation of his services by the fund's board of directors precede the record of discussion. Papers included in addition to Mr. Sydenstricker's memorandum and the statistical material he had assembled are by Dr. C.-E. A. Winslow, Dr. George T. Palmer, Robert E. Chaddock, Albert G. Milbank and Thomas I. Parkinson. (Available from the Milbank Memorial Fund, 40 Wall Street, New York.)

Cornerstones—Five cornerstones already have been laid and three more soon will follow for the series of district health center buildings which New York City is getting as the result of a grant—30 percent gift and 70 percent loan—from the PWA. It is expected that all eight will be fully functioning by the close of the year, concluding the initial step in the program of the city's health commissioner, Dr. John L. Rice, to "bring health to the doorstep of all." Eventually it is hoped to have a health center in each of the city's thirty health districts. Each of these districts is a good-sized city in itself with a population of approximately 250,000.

The new Cancer Institute at the Kings County Hospital, Brooklyn, will go into service in late September. It is an independent clinical unit of the division of cancer of the New York Hospital Department and includes in-patient and out-patient service. Beds are to be used as far as possible for cases of doubtful classification and for recognized tumor cases requiring brief hospitalization.

School Health

CAREFUL examination of all students entering the teaching profession, as a safeguard against tuberculosis, has been urged by health leaders, recently by Dr. H. D. Lees, director of student health at the University of Pennsylvania. Dr. Lees declared that surveys indicate that one teacher in about forty-six shows signs of tuberculosis, and that tuberculous infection in classes taught by such teachers is far more prevalent than in others. In Indiana, two counties—Shelby and Delaware—require teachers to file annually a report of a physical examination including a tuberculin test and X-ray examination, if indicated.

To Fill or Not To Fill—It sounds like a lot of teeth when the New York City Department of Health says that 60,000 children were cared for in school dental clinics last year. Results look slimmer at the explanation that for lack

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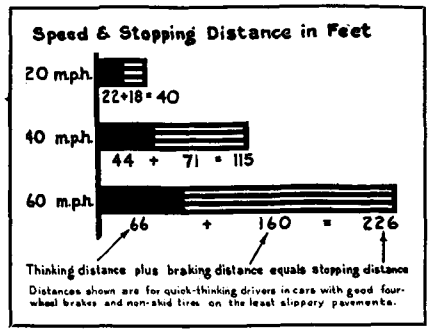
of facilities another 340,000 who needed care went without it. It has been found that nine children out of ten who enter New York schools each year are in need of dentistry, and that the majority of these are retarded in school because of that condition. Most of the service during the past year was provided through WPA projects, and limited to children of families on relief. The department finds there are 260,000 "relief" children alone, not counting others unable to pay private dentists. . . . In New Haven, Conn. on the other hand, taxpaying parents felt that their children also were entitled to school dentistry so that when hard times cut down dental service it was restricted to two grades instead of three and given insofar as possible to all who wished and needed it. Charges also were made that dentistry for the indigent alone "pauperized" the children who received it. . . . A survey of school children throughout New York State reported at an annual meeting of the State Dental Society, found that in the state, as in New York City, 90 percent were dentally defective.

Cooperation—Federal funds under the Social Security Act have enabled the Indiana State Board of Health to offer services of a physician to the State Board of Education to coordinate teaching of health in the schools. Indiana believes itself the first to undertake, out of Social Security funds, a plan of health education administered by a state board of health and connected closely with the schools.

New Books—As attractive as they are authoritative, a series of five new textbooks for children from the third grade to junior highschool come under the joint title, Adventures in Living, with individual titles to indicate the particular field in which each falls—growth, hygiene, basic science, the pioneer spirit in science and medicine, and the human body. (Prices of single copies range from 60 to 80 cents. For quantity rates and other particulars address the publishers, Thomas Nelson and Sons, 381 Fourth Avenue, New York). The authors are Dr. Thomas D. Wood, professor emeritus of health education, Teachers College, Columbia University; Anette M. Phelan, Marion O. Lerrigo, Nina B. Lamkin, and Dr. Thurman B. Rice. Four out of five of them (with Dr. Wood as chairman) are members of the Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association. The roots of the new field of health education appear in the backgrounds of the authors of this series whose joint experience includes medicine, public health, teaching and recreation work. One of them, Miss Lerrigo, is believed to be the first person to obtain the consent of a university to work for the Ph.D. in health education, a degree which was given her by Teachers College, Columbia University.


Speed & Stopping Distance in Feet
20 m.p.h.
22+18=40
40 m.p.h.
44 + 71 = 115
60 m.p.h.
66 + 160 = 226
Thinking distance plus braking distance equals stopping distance
Distances shown are for quick-thinking drivers in cars with good four-wheel brakes and non-skid tires on the least slippery pavements.

Plain facts about risks in automobile driving, even under most favorable circumstances, are charted to teach safety habits. (From Adventures in Living, Thomas Nelson and Sons, New York, courtesy, the National Safety Council.)

Health and Safety—A study of the U.S. Public Health Service, just published, shows mortality resulting from automobile accidents to lead all single causes of accidental deaths of children from ages four through fourteen, and to be approximately one fifth of total accident mortalities up to fifteen years of age. Mortality from all accidents for this age group is more than double the total mortality from measles, scarlet fever and diphtheria in the same group, according to statistics compiled for the most recent year for which accurate census figures are available (1930). . . . A comprehensive pamphlet of material for discussion groups, Accident Prevention in the Home and On the Farm, has been issued by the American National Red Cross, Washington, D.C.

Housing

THE "remedial legislation" promised by Secretary Ickes to clear up the question of public or municipal service charges on PWA low cost housing projects [see *The Survey*, March 1936, page 88] was provided by the George-Healey Act, effective June 29. The Act authorizes the PWA administrator to enter into agreements with states or their subdivisions ". . . for the payment by the United States of sums in lieu of taxes . . . based upon the cost of the public or municipal services to be supplied for the benefit of such projects or the persons residing on or occupying such premises, but taking into account the benefits to be derived by such state or subdivision from such projects. Such payments in lieu of taxes and any other expenditures for operation and maintenance (including insurance) . . . shall be made out of receipts derived from the operation of such projects."

The Act further provides that rentals shall be fixed ". . . at an amount at least sufficient to pay (1) all necessary and proper administrative expenses of the project; (2) such sums as will suffice to repay within a period not exceeding sixty years, at least 55 percent of the initial cost. . . . together with interest."

Moving In—Snags in establishing rental regulations for the much discussed Techwood Homes, PWA project in Atlanta, Ga., were ironed out immediately after the George-Healey Act became effective and a large staff was put to work examining the applications of some 2000 would-be tenants of the 604 dwelling units. Moving in was expected to begin in late August.

The "base dwelling rate," that is shelter without heat or utility services, was fixed by PWA at $5.58 per room per month. To that base is added an average of $1.81 per room per month for heat, hot and cold water and electricity for lighting, cooking and refrigeration. Stoves and refrigerators are provided.

In the selection of tenants the "fundamental requirement" is that ". . . tenants must come from a bad housing environment. PWA will not consider families who, at the present time are able to maintain themselves under tolerable living conditions." Tenants must have lived in Atlanta at least a year and have incomes ranging from $700 to $1800 depending on the size of the family. Preference is given to families with children, the heads of which are U. S. citizens or possessed of their first papers. The maximum allowable occupancy of apartments, not counting children under two, is three persons in a three-room apartment, five in a four-room, seven in a five-room. In houses, seven persons to six rooms. Lodgers or groups of unrelated adults are not eligible.

New Direction—Staff shifts in the PWA Housing Division put A. R. Clas, its director since May 1935, in the position of assistant to Administrator Ickes in charge of all investigations, particularly construction methods and practices, and put Howard A. Gray, recently director of the inspection division, into Mr. Clas' former post. Commenting on the shift, the National Association of Housing Officials says: "Under Mr. Clas' direction the Housing Division has passed through a very trying period marked by legal difficulties, trouble in land assembly, adverse rulings of the comptroller general on underlying legislation, and financial uncertainty from the shifting of funds for relief purposes. Nevertheless during this period a genuine advance has been made.

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. . . Mr. Gray takes charge just as the construction work goes into full swing."

Retired Houses—The New York City Tenement House Department reports that in the last thirty months it has "retired from use" some 1079 dilapidated tenement buildings. During that period it issued some 3286 orders to "vacate and abandon," but in some instances the date to vacate has not yet been reached and in others action has been postponed because landlords have started work of rehabilitation. Orders deal generally with three kinds of multiple dwellings that violate the law: those against which violations have been pending for two years or more, for example those with vertical ladder fire escapes which have been illegal since January 31, 1934; those served exclusively by yard toilets; and those already vacant and abandoned.

Boomlet—Home building during the first half of 1936 took on almost the aspect of a baby boom according to the figures of the F. W. Dodge Corporation. Thirty-seven states east of the Rockies reported residential construction in June higher than any month since May 1931 and for the first six months of the year 61 percent higher than in the same period in 1935. Total value for the six months is estimated at close to $335 million.

Sum Total—Final figures of the Home Owners Loan Corporation show that during its loan-making period it advanced to 1,021,817 distressed home owners a total of $3,092,871,000, practically all for refinancing defaulted mortgages. Loans averaged $3027.

Child Welfare

THE Children's Fund of Michigan is performing its largest volume of service in the child health field, according to its seventh annual report, recently released. More than half of its last year's total disbursements of $717,707 were in that area, the activities including health centers, clinics, dental care, public health nursing, traveling oculists, health education and so on. Its child guidance service, which has gained wide community acceptance, includes a center for diagnosis and treatment, a group of selected boarding homes for special cases, and instruction in colleges and for social workers and classroom teachers. The report notes that ". . . the demand for emergency child relief to which we devoted so much money in recent years, has diminished to that point where it is no longer a major burden."

The fund is required by the terms of gift of its founder, James Couzens, to disburse both capital and income in a period of twenty-five years. On April 30, 1936 it had expended about $4,575,000 and had total assets remaining of $10,285,978.

Research—The Friedsam Foundation has made a grant, amount as yet unstated, to a committee headed by Dr. Bernard Sachs of New York, to stimulate nation-wide research in child neurology, "in the care and cure of those afflicted with any of the nervous and mental disorders from birth to adolescence." Details of the program "to be developed probably through stipends, scholarships or otherwise," are promised in the early fall. The committee is to include two neurologists besides Dr. Sachs, two pediatricians, one orthopedic surgeon and two laymen.

In Print—Trim and professional in appearance is the new monthly publication of the U. S. Children's Bureau, succinctly called *The Child*. Its purpose, says Frances Perkins, Secretary of Labor, in a foreword, is "to provide a regular means of communciation between the Children's Bureau and those who in their own states and communities are striving to establish a more adequate basis for child care." The twenty-eight pages of the first issue offer a summary of news in the child welfare field, especially in relation to the various activities of the bureau, with notes on current books and periodicals, including, naturally, *The Survey*.

Workers and Jobs

BASICALLY California's problems in connection with migratory agricultural labor stem from the surplus labor kept in motion "as a result of the unregulated, unrationalized and anarchic character of agriculture," according to a significant study recently completed by the division of special surveys and studies of the state relief administration. The report, a 200-page mimeographed volume, aims to present the data from aspects that lead the way to a better understanding of the factors involved, and point the way toward solutions. The report includes a summary and analysis of migrant labor in California, a study of wages and months of employment of 775 agricultural workers on relief, histories of four migrant families. The following were suggested provisionally as stepping stones toward solving the migratory labor problem in the state: the establishment of competent labor exchanges; adequate organization of employers and employes; change from the present trend which is away from farm ownership and toward tenancy and farm labor; an educational program to give wide understanding to the migratory labor problem; a reasonable return to the grower for his crops; an economic council, affiliated with the regional and national economic councils, as a clearing house of information.

Minimum Wage—The question of whether a state has power to fix minimum wages for women has been reopened in the U. S. Supreme Court by an appeal from the Supreme Court of the State of Washington, upholding the minimum wage law of that state. [See *Survey Graphic*, July 1936, page 412.] A chambermaid in a hotel run by the West Coast Hotel Company of Wenatchee, Wash., sued for $216 claimed as the balance due her for fifty-two weeks' work under the state law fixing $14.50 a week as the minimum for the type of job she held. The trial court held the law invalid and rejected the claim. Its decision was reversed by the state Supreme Court, and the hotel company has appealed from that judgment to the U. S. Supreme Court. . . . An advisory council of twelve is being organized by John J. Toohey Jr., New Jersey labor commissioner, to plan for enforcing the state minimum wage law enacted in 1933 but never set in motion. The council will have four representatives from each of three interested groups: employers, labor and the public. New Jersey has about 186,000 women workers in 9000 plants who would come under the law. In view of the U. S. Supreme Court decision on the New York law, Mr. Toohey states that New Jersey will proceed "cautiously." He has asked the Attorney General to recommend amendments which might be necessary to bring the New Jersey law within constitutional limitations set by the highest court in the Tipaldo decision. . . . The effect of a minimum wage law on women's earnings is shown by a new study by the U. S. Women's Bureau (Bulletin No. 145) covering wages in Ohio laundries and dry cleaning plants before and after that state passed a minimum wage law for women and minors. The study is based on an analysis of wage records in a number of identical plants for four different periods.

Transients

AS a ground-layer for the Secretary of Labor's study of migratory labor, [see *The Survey*, July 1936, page 207] a meeting of federal and national agencies was held recently in Washington to discuss the problems, including transiency, which it is presumed that study will cover. Present and reporting on current activities in their several fields were representatives of the U. S.

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Department of Labor, U. S. Public Health Service, Resettlement Administration, WPA, Social Science Research Council, Social Security Board, Council of State Governments, American Public Welfare Association, Committee on Care of Transients and Homeless and the Continuing Committee of the Interstate Conference on Transients and Settlement Laws.

This kind of clearing house reporting indicated such values that the Committee on Care of Transients and Homeless agreed to do more of it by correspondence and to prepare a comprehensive statement of current activities and research of all the agencies concerned. Discussion of the immediate and long-time problem of migratory workers emphasized such points as the need for greater organization among workers in order to secure a fair and living wage; development of employment services to give the greatest possible continuity of employment and at the same time to localize employment; legislative or statutory control of housing conditions of migratory labor.

Back of the Case—Not so much to teach methods of treatment but to engender understanding of the problem with which it deals, is the purpose, says its author, of the booklet, Case Work With Homeless Men and Boys, by Isaac Gurman. (Price 15 cents from the Bureau for Homeless Men, 204a North 18 Street, St. Louis, Mo.) Mr. Gurman discusses, with an eye to developing objective attitudes in the worker, the conditions which may lie behind—and these are the titles of his chapters—the married "single" man, the foreign-speaking client, the beggar, the "troublesome" client, the boy and young man. In a final chapter he discusses work for relief by homeless men and some of the approaches to meeting difficult situations.

Another study published recently by the Bureau, Inter-City Records Speak, by G. Myron Gwinner, executive secretary, analyzes intake of the Inter-City Department of the St. Louis relief administration in the significant month of October 1935, with FERA, WPA and local situations in a state of flux. (Available from the Bureau, as above.)

Work Cure—In the two years since it has been in operation Camp La Guardia, the farm colony for homeless men of the New York City Department of Public Welfare, has returned to normal employment more than half of its total of 3000 "guests." The camp receives local homeless men from the ERB. Employment is provided by a 200-acre farm where men grow their own food and a considerable surplus for other city institutions. Men receive a monthly WPA wage of $30.50 but must pay a maintenance charge of 50 cents a day. The camp has its own hospital and clinic, library, band, sports teams, dramatic society and newspaper, these latter organized and managed by the men themselves.

In Print—A review of legislative measures in the transient field which figured in the proceedings of the last Congress is published in the July issue of *The Transient,* house organ of the National Association for Travelers Aid and Transient Service. (Price 50 cents a year, bimonthly, from the Association, 1270 Sixth Avenue, New York. Single copies 10 cents.)

The Committee on Care of Transient and Homeless, 1270 Sixth Avenue, New York, has compiled a current list, up to July 15, of a wide variety of magazine articles and other publications bearing on the problems of transients. (Free on request as above.)

Studies of The Recreational Background of Our Transient Boys by George E. Outland and H. M. Eads, and The Federal Transient Program for Boys in Southern California and Causes of Boy Transiency, by Mr. Outland, are now available in reprint form. (From Mr. Outland, Yale University, New Haven, Conn.)

Among the States

THE whole checkered career of emergency relief in New Jersey, from its earliest intimations to its final, orderly demobilization has been submitted to the governor, senate and general assembly of that relief-vexed state by its staunch-to-the-end ERA in an impressive blue-jacketed swan song. If a few lessons emerge from the array of facts, auditings and sober history, so much the better. The social worker of some future era, if such there be, will find here recorded the whole emergency relief problem in microcosm (quite a sizable one) and may well pause for a moment of silent admiration of the cast of characters while learning much from the depression epic told therein. Read it. (Emergency Relief in New Jersey. Available from the Department of Institutions and Agencies, Trenton, N. J.)

Work Relief Studied—The characteristics, functioning and value of work relief in the state of New York is the subject of an important report recently issued by the Governor's Commission on Unemployment Relief. (The WPA, in which state funds are not involved, is not discussed.) The advantages and disadvantages inherent in work relief as prosecuted in New York are dispassionately discussed, and the interesting observations made that work relief as a method of combatting unemployment suffers from the law of diminishing returns, and is most effective in the earlier and strictly emergency stages of a depression; and that while unemployment seriously deteriorates the general morale of the individual, the loss of specific skills involved has probably been overestimated.

The three outstanding contributions of the study are: (1) An attempt to estimate the value and efficiency of the several divisions of work relief projects. Among 600 construction projects, 95.5 percent were found to be worthwhile and desirable, with an efficiency of about 75 percent of what might have been expected if the same work had been done by contract. White collar projects, the value of which is more difficult to estimate, were found to be 95 percent excellent to fair in accomplishment and worthwhileness, in a sample of one hundred projects. While the report makes no reference to the "boondoggling" attack, it does offer a dignified defense of this field of work relief.

(2) In this section is presented a careful estimate, from the original records of the comparative costs of home and work relief in seven upstate cities. "Work relief cases in upstate New York received 44 percent more aid than comparable home relief cases, on the average, and the outlay per work relief case, including the incidental expenditures incurred in carrying out work relief exceeded the corresponding home relief outlays by 82 percent"

(3) A study, perhaps the most interesting of all the work reported, of the effect of work relief upon the normal activities of government, in six cities including New York. Its conclusions, too long even for summarization here, are of the utmost importance. In a thought provoking passage, the question is raised whether the end of increased and stabilized public employment could not better have been furthered by direct state and federal subsidies to the continuing costs of local government. (Work Relief in the State of New York from the Governor's Commission on Unemployment Relief, 79 Madison Avenue, New York.)

In Print—Available now in a pamphlet of eighty pages are the proceedings of the second general assembly of Commissioners on Inter-State Cooperation held in Chicago in mid-April. The assembly was sponsored by the Council of State Governments, Drexel Avenue and 58 Street, Chicago, Ill., which has published the proceedings. Subjects of discussion in relation to state cooperation are included—among others, crime, transients, and conflicting taxation. . . . Who Are the Blind in New Jersey, a statistical analysis of the persons registered with that state's commission for

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the blind during 1934, is available from the Department of Institutions and Agencies, Trenton, N. J.

Professional

ANNOUNCEMENTS of new opportunities for social work training, predominantly graduate, continue to come in. [See *The Survey,* August 1936, page 249.] The latest to reach us include: Wayne University, Detroit, with a new School of Public Affairs and Social Work which is a graduate expansion of the former undergraduate curriculum, Lent D. Upson, director; the University College of Northwestern University, Evanston, Ill., with a new Division of Social Work—graduate, though some "special students" will be accepted—which will "seek to prepare professional social workers for community, state and federal service"; and a new course on social case work in rural areas, given by Niles Carpenter at the University of Buffalo School of Social Work.

Flood vs. Files — In last spring's flood, the Pittsburgh Social Service Exchange found it necessary to operate sans light, heat and telephone to say nothing of many of its workers—and all this with inquiries doubled. Searching name-files with flashlights, typing with cold fingers, breaking in emergency workers under adverse conditions, were handicaps which the Exchange met and surmounted. For two days, according to *The Federator,* published by the local Federation of Social Agencies, it fell behind its usual record of clearances within twenty-four hours, but within a week, it had completely caught up with its Jonah.

Meetings—The American Prison Association is in session in Chicago, September 13-18. . . . Massachusetts Conference of Social Work meets in Boston November 5-7, with institutes running concurrently. . . . St. Paul has been selected as the 1937 convention city of the National Conference of Catholic Charities, with Richmond, Va. for the 1938 meeting, and San Francisco for 1939 (if you care to think that far ahead). The newly elected head of the Conference is James Fitzgerald of Detroit, a layman, professor of economics at Detroit University.

If the institute program of the New York State Conference on Social Work continues to grow and flourish it will need to find new letters in the alphabet with which to describe its courses. Fifteen courses, running from A to O, are scheduled for October 19 and 20, overlapping the first day of the conference, October 20-23, in Rochester. Offerings include such interesting variations on the usual institute round as Law and Social Case Work, New Problems and Techniques in Interviewing, Research and Statistical Methods and Philosophy and Method of Supervision. Full details from Mary B. Holsinger, executive secretary, Drawer 17, State Office Building, Albany, N. Y.

The Health Officer—A new publication of the U.S. Public Health Service, *The Health Officer,* is the mouthpiece of a new Office of Public Education wherein the service gives its first specific recognition to the health education field, according to official announcement. The purpose of the new office,

of which Assistant Surgeon General L. R. Thompson is director, will be "to carry out certain experimental studies in health education." *The Health Officer* will report activities and progress in the service, community and public news and will be "of and for health officers."

Annual Reports—Frankly "grab-bagging," not covering, an accumulation of the season's annual reports, *The Survey* notes ingenious uses of the mechanics of reporting: Hope Farm, Dutchess County, N. Y., vivid pictures with brief facing text, plus thumbnail factual summaries; the Worcester, Mass. Boys' Club, its story told by a series of pictures in graphic poster style; the Brooklyn, N. Y. Bureau of Charities, using the photo-offset process throughout—including pictures and cover—attractively and legibly. . . . Interesting points of fact from reports here and there: the Children's Aid Society of New York, with emphasis on prevention of delinquency and raising child health standards, reports two new services this year, a vocational guidance and counselling service, and a department of personal relationships; the Chicago Community Trust reports nearly 40 percent increase over any recent year in its distribution of funds for charitable purposes; the Family Welfare Association of Baltimore reports that nearly half its services last year were to families carried cooperatively with public relief agencies.

Cooperating in choosing a release date for their annual reports saved two large New York City agencies, the Jewish Social Service Association and the Charity Organization Society, from stealing each other's publicity thunder. Just by accident it was discovered that the two reports were going into the mail the same day. The flip of a coin decided which one should be held back—the JSSA lost—so that the "breaks" for newspaper attention would not be unnecessarily disadvantaged.

The Family Welfare Association of America in its April *News Letter* discussed the annual report as effective interpretation and, as an example, analyzed the COS report—"notable for its careful selection of material, for its appeal to intelligence and for the quality of its writing and typography"—in relation to content, style, format and illustrations. (Copies of the report, price 25 cents from the COS, 105 East 22 Street, New York.)

Publications—Add to the indispensables of ready reference the 1936 Directory of Organizations in the Field of Public Administration. (Published by the Public Administration Clearing House, 850 East 58 Street, Chicago. 179 pp. Price $1.) The directory lists some five hundred national organizations, classifies them by their field of activity and gives enough information about each one to steer the enquirer to the right source for details. It also lists, more briefly, about a thousand state, regional and Canadian associations of public officials and other organizations which are concerned with public administration.

People and Things

DR. RENE SAND, president of the permanent committee of International Conferences of Social Work, has been appointed secretary general of the newly established Belgian Ministry of Public Health.

Dr. Sand's personal initiative was largely responsible for the calling of the first International Conference of Social Work in Paris in 1928. He has been director general of health work of the secretariat of the League of Red Cross Societies, is honorary president of the International Hospital Association, and serves on the Health Committee of the League of Nations, in addition to holding important posts in Belgian welfare and educational activities.

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In Washington—Agnes Van Driel, from the Chicago School of Social Service Administration faculty, is the new chief of the division of technical training in the public assistance bureau of the Social Security Board. Wilma Van Dusseldorp, from Atlanta, Ga. is associate technical assistant. This is a new division, available to states "for helping staff members to become better qualified" in administering public assistance.

Jacob Baker, who resigned recently from his post as assistant WPA administrator in charge of the division of professional projects, has been specially commissioned by President Roosevelt to study the cooperative movement in European countries. The responsibilities of his post, including music, theater, art and writers' projects and the professions generally, will be turned over to Ellen S. Woodward, already in charge of the Women's Division in these fields. . . . David K. Niles, formerly with the Massachusetts WPA, is now director of the information service of the WPA in Washington. Morton M. Milford now is special assistant administrator.

Miriam Marshall, lately librarian of the U. S. Bureau of Prisons, is now junior librarian of the National Health Institute of the U. S. Public Health Service.

Robert W. Beasley, for more than a year director of the Denver Bureau of Charities is now on the field staff of the Bureau of Public Assistance of the SSB.

Just Folks—By executive "request" all frills of nomenclature have been dropped in the offices of the Social Security Board in Washington; all the titles of Governor, Doctor, Professor, even General, have gone out the window, to be succeeded by just everyday Mr., Mrs. or Miss. In late July the total personnel of the board numbered 748 of whom 677 are in Washington and seventy-one in the field.

Hospital Circles—Dr. Nolan Don Carpenter Lewis has been appointed director of the New York State Psychiatric Institute and Hospital, one of the units of the Columbia-Presbyterian Medical Center in New York City. For the past year he has been on the faculty of the College of Physicians and Surgeons, Columbia University, and associate director of the Institute. He topped the list of those who took the civil service examination for the post of director.

Dr. Mark L. Fleming will retire on October first from the position of general medical superintendent of the New York City department of hospitals. He will however remain on the department's board of administrative consultants. Dr. Fleming has been in the city's hospital service for his whole professional life. He interned at Bellevue and was constantly associated with that institution, with successive promotions in rank until 1930, when the present department was formed and he was named to the post he is now leaving, the highest attainable civil service position in the city's hospital service.

Saunders Medal—The annual award of the Walter B. Saunders Medal for distinguished service in the field of nursing education this year went to M. Helena MacMillan, director of the School of Nursing and superintendent of nurses at the Presbyterian Hospital, Chicago.

New Jobs—Among new state positions stemming from the federal Social Security setup are: supervisor of public health service for Wisconsin, with Dr. Carl N. Neupert of Janesville, Wis., the appointee; regional representative of the New York Bureau of Unemployment Compensation, S. Park Harman filling the job.

Annie Lockett, formerly connected with the National Labor Relations office for the Cincinnati region has been appointed placement coordinator for the Regional Employment Center's Bureau of Retraining and Development in Cincinnati.

September found Lt. Col. Donald McMillan of the Salvation Army moving from Buffalo where he has commanded the western New York area, to Boston where he is in charge of the Army's work in the New England states.

Jean Kennedy, recently with the late lamented New Jersey ERA has joined the staff of the New York City Welfare Council to head the division concerned with recreation, neighborhood work and so on, a position formerly held by Mary Austin, now with the Social Security Board in Washington.

The newly appointed executive and field secretary of the Methodist Federation for Social Service, the Rev. Charles C. Webber, recently was assistant director of field work at Union Theological Seminary, New York, and has been actively interested in industrial problems during several pastorates in communities where labor problems are particularly acute.

Deaths

DR. CHARLES HARRISON FRAZIER, world famous brain surgeon of Philadelphia who died late in July, was almost equally well known for his interest and leadership in the field of public charities. In 1912 he, with twenty other prominent citizens from different parts of Pennsylvania, organized the Public Charities Association. He was its first and only president, giving brilliant direction to the development of its modern social work program in the public field and courageous leadership to its efforts in behalf of the destitute and handicapped, particularly the inmates of state institutions. He was an adviser to many governors, his influence and authority recognized by successive legislatures and state commissions. Dr. Frazier was chairman of the Committee on Municipal Charities of Philadelphia which in 1913 reorganized the Philadelphia General Hospital and other municipal institutions for the sick and dependent, and at his death had been for many years president of the social service department of the University Hospital, one of the earliest hospital social service departments in the country—G. R. B.

A WIDE circle of social workers of every faith was saddened by the death, late in July of the Rt. Rev. Msgr. William J. Kerby, professor of sociology at the Catholic University of America, Washington. The death of his sister, with whom he had made his home for many years, followed within a few hours. Monsignor Kerby was one of the founders of the National Conference of Catholic Charities and was its secretary from 1910 to 1920. He was for more than five years a member of the Board of Charities of the District of Columbia, his appointment by President Wilson being renewed by Presidents Harding and Coolidge.

JANET MCKAY, since 1929 assistant educational director of the Henry Street Visiting Nurse Service, was killed in late July in an automobile accident. A native of Scotland, she received her nursing education at Post Graduate Hospital and Teachers College, New York. From 1919 to 1929 she was with the Near East Relief as director of child welfare in the Caucasus.

ELLEN FITZ PENDLETON, for twenty-five years the able and distinguished president of Wellesley College, died suddenly in July, just a month after her retirement.

RUTH MARSHALL BILLIKOPF, daughter of the late Louis Marshall of New York and wife of Jacob Billikopf, Impartial Chairman of the Philadelphia Regional Labor Relations Board, died suddenly after a brief illness.

HANS WEISS, director of social work for the juvenile court of the District of Columbia, was killed in a highway accident, in August.

WITH the recent death of the Rev. Moses S. Margolies, dean of orthodox rabbis in North America, Jewish communal and social work as well as religious circles lost a valued leader.

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Readers Write

Angles On New Jersey

To the Editor: With no Pollyanna impulse, we admit that the New Jersey relief distribution, in the April to July period when municipalities were "on their own," was not as bad as it might have been, or in fact as we expected. There were plenty of grounds for the depth of our pessimism. At the moment, the loss seemed complete in terms of intelligent relief administration. We were going right back to placing a stigma on applicants; to "hard-boiled" interviewing, even by uniformed policemen; to a dole so low as scarcely to meet the barest need for food.

Overlooked in our pessimism was the fact that permanent local officials had learned much by observation, not only of the mechanics but of the necessary decencies of relief. There was first a period of extraordinary claims of "cutting out chiselers" by local administrators, resentful because for years they had been relegated to the side lines of relief giving. Then, steadied by responsibility, many local officials took over minor ERA staff members and case records and tried to continue its methodology.

Yet, evidence piles up that the hope of uniform state-wide maintenance of decent standards, if relief is locally administered, lies in the continuous pressures possible in allotting state fund subsidies.

Public sentiment is the ruling factor in New Jersey as elsewhere. Somehow, somewhere, a once in a lifetime chance was lost by the New Jersey—as by the federal—ERA. With enormous powers, they had the chance skillfully to interpret to each city and county what are adequate, decent relief standards and objectives, and thus to secure for all time a permanent citizenship understanding and support for such goals. Gains in public appreciation have been made, but they cannot be credited to a planned, localized interpretation.

When the pay-the-bill test came, the ideas of the man on the street were found to be poles apart from the relief philosophy of social workers. He is still thinking in terms of the soup kitchen to meet immediate physical needs in a brief emergency. He continues to resent a relief which takes odd-jobbers and menials out of the labor market.

The concealed figures in discussions of relief have been the proportions of the loads which are made up of people to whom any defensible standard of relief is better than their possible earnings when they can or do follow their usual occupations. The inescapable conclusion in New Jersey is that the experiment or demonstration of recent years in assisting these groups to higher standards, through relief, has not "sold" itself to the public.

Information comes that families in many of New Jersey's thinly populated districts are having a hard time this summer. The coming of cold weather will place a great responsibility upon the new state program and the pressures it can exert. In the populous centers, we can only hope that the years have made those on relief sufficiently articulate so that the shaving down on relief, wherever that is tried, will bring reactions that will not only avert "slow starvation" but prevent the further lowering of family standards.

Sherrard Ewing
Director, Community Chest
Paterson, N. J.

Attention, Doctors!

To the Editor: The important part the physician must assume in the teaching of sex education, preparation for marriage and family adjustments was brought out in the conference on Teaching of Marriage and Family Problems, held in July at the University of North Carolina, under the direction of Prof. Ernest Groves of the sociology department. The conference stressed the necessity for the physician's becoming aware of the sociological aspects of medicine, which form part of the problems presented by preventive medicine and mental hygiene. The non-medical marriage counsellor is attempting to advise on matters of sexual adjustment, family relations and behavior problems and even on contraception because physicians, except for a few scattered gynecologists, psychiatrists and obstetricians, have ignored these phases of public health. The conference stressed the need for scientific sex information and of college courses making such information available to all students requesting it. For such purposes it is necessary to correlate medical facts with sociological application, which is the newest approach to the teaching of sex education, marriage preparation and family relations. The ideal marriage counsellor is the family physician, properly trained himself and calling in specialists when necessary. This means of course the inclusion of such training in the regular medical school curriculum, as urged in the article on preparation for marriage by Dr. Robert L. Dickinson in the January 1936 issue of the American Journal of Gynecology and Obstetrics.

Students and their parents are demanding more adequate preparation for improving marriage and family relations, and timorous colleges may well follow the example of the University of North Carolina, under the leadership of Professor Groves. As a physician actively engaged in the practice of medicine, dealing daily with many of the problems of marriage counselling, I believe that physicians should become more actively interested in them.

Marie Pichel Warner, M.D.
New York

The Candle's Beam

To the Editor: The little skit, Not So Old As Some [See *The Survey,* July 1936, page 203] written by the Kansas social workers "with due apologies to Eugenia Schenk of San Francisco," has been the occasion of much gratification to the old people in our security clubs. [See *The Survey,* April 1936, page 106.] They are delighted that the beam of their candle shone so far.

Our security clubs are becoming more and more active. Just now the widows' division is studying and discussing with legislators the situation created by the fact that under the California law dependency aid ceases when a child reaches the age of sixteen, but under the school law he may not work without restraint — assuming that he can find work—until he is eighteen.

The club in the old age division is considering a possible legislative amendment that would permit an old person to earn up to say $15 a month without its being budgeted out of their $35 allowance. This would not be possible for many of the old folk, but a good many of them are quite capable of doing odd jobs.

Could we have the addresses of the Kansas social workers who wrote Not So Old As Some? The president of our Old Age Security Club would like to write to them.

Eugenia Schenk
County Welfare Department
San Francisco

Mississippi Bouquet

To the Editor: May I add my sentiments to those expressed in the letter, Praise from the Corn-Belt? *The Survey* is like manna in the wilderness to those of us so overwhelmed in the minutiae of a WPA district office that we have little time or opportunity to feed our minds. It has a refreshing and stimulating effect. And reading it helps one to gain perspective on one's present work.

Catherine McFarlane
Meridian, Miss.

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Book Reviews

The Power of Rulings

ADMINISTRATIVE LABOR LEGISLATION, by John B. Andrews. Harper. 231 pp. Price $2.50 postpaid of *The Survey*.

IF anyone thinks that delegation of power to rule-making bodies is something that the Brain Trust invented or the U. S. Supreme Court, by its decision in the Schechter case, has stamped out as both unconstitutional and nefarious, he should read this clearly written little book. The need for such delegation arises from the fact that while legislatures cannot possibly be composed of experts, they find themselves obliged to deal with a multitude of matters calling for expert judgment. They can either deal with them inexpertly and very probably unwisely, or they can lay down some general principles and leave it to a body of experts to make the detailed and technical rulings without which the principles cannot become effective. Thus Congress passes a law requiring both passenger and freight rates to be "fair," and turns the matter of interpretation over to the Interstate Commerce Commission. State and municipal legislatures grant broad powers to health officers and to police departments to make detailed rules for the protection of public health and safety. Rules thus made have the effect of legislation, but the grant of power is not unconstitutional, in the sense of the Schechter decision, whenever the delegation of authority is to accomplish a reasonable purpose and the principle to be made effective is stated with sufficient clarity. Indeed, the Wisconsin Supreme Court has gone so far as to distinguish "that kind of legislative power which may not be delegated from that kind which may be delegated."

In this book, the secretary of the American Association for Labor Legislation examines the development of the rule-making power in the field of labor legislation. Everyone having even a nodding acquaintance with minimum wage legislation knows that such laws become effective only through the delegation of authority. The legislature does not fix the minimum. It declares that wages shall not fall below the cost of living, or as in the more recent type, shall not be so low as to be "oppressive." A commission, or the head of the labor department, is authorized to discover and to declare what is the limit below which wages may be said to fall short of the standard set up. It is not so generally known that in 1911, a year before the enactment of the first minimum wage law in the United States, Wisconsin had created an industrial commission with power to make rules to establish safe practice in factories. In 1913 California, Massachusetts, New York, Ohio and Pennsylvania adopted similar legislation. By 1935 twenty states "had delegated broad administrative rule-making power in industrial safety legislation," and ten more had delegated "some measure of power" to issue enforceable regulation to labor department officials.

The effect of such delegation of power where it has been exercised in accordance with sound principles has been to give the states concerned a broader and more effective body of labor law, and thus to afford more adequate protection to labor than is possible where the basis for regulation is found exclusively in the statutes. It is a practice which Professor Barnett of Johns Hopkins University considers "the most important development of recent years in American legislation." Here is a book that explains that development with clarity and authority. Students of social legislation will find it indispensable.

JOHN A. FITCH
New York School of Social Work

After Prison

WHERE DO I GO FROM HERE? As Told to Robert O. Ballou by Roger Benton. Lee Furman, Inc. 314 pp. Price $3 postpaid of *The Survey*.

MANY acute questions are raised by this book, questions that should have the attention of everyone interested in the welfare of those who are in restraint of their liberty and responsible directly or indirectly for the conditions it describes.

It is not the story of an underprivileged or feebleminded victim of economic conditions who is drawn into the periphery of the vicious conduct which has prison life as one of its recurring pausing places. Roger Benton puts none of the responsibility on his home, family or associates for the ten years that he spent in three prisons. The case history underlying his narrative presents few of the features or patterns familiar to those who have dealt with prison problems in large numbers. The question, "Why did he get there?" will persist in the minds of many readers, as they view a life picture which presents in the beginning little variation from their own and that of their families and friends.

It is only when the sapping influences silently at work result in the graphically described catastrophe—the passing of the first forged check—that one realizes with a gasp how far an apparently smiling surface had been undermined. This is no casual offender acting under impulse, but a calculating, scheming lawbreaker, haunted not by moral fear or compunction, but by the physical dread of detection and its consequences. From this point forward, he parts company with his environment, his friends, family, and traditions. The only explanation or justification attempted is that having been reported as dead in an accident, he decided to remain "dead."

Death would seem preferable to the penalty he paid in the horrors of the state prison to which he was sent and where he spent seventeen months under such revolting and blood freezing conditions as the reader would like to think could not exist in this country. It is a story of mistreatment, torture and murder, of venal politics, of contracts which exacted the last penny that could be wrung from the bruised and bleeding bodies of the prisoners who were sent to the "big line."

We should like smugly to think that these conditions have been abolished and are a thing of the past. But are they? This is one of the acute questions to which civic organizations, churches and women's clubs should find the answer. It lies in the background of the entire narrative. It presses for answer, regardless of our interest in the narrator or judgment of his culpability. There is a verisimilitude in the descriptions and details of this eyewitness that must thrust this doubt and question deep into the thinking of the reader.

Roger Benton's subsequent career in a federal prison and finally in Sing Sing is happily an anti-climax so far as horrors and thrills are concerned. There was apparently no inward change in the narrator, only a recognition that the law of self-preservation dictated a different course of action. This fundamentally anti-social attitude, the narrator declares, with a sudden flare of self-justification, was born from resentment at the inhumanities and injustices experienced at the hands of those who were supposed to represent law and justice in the Louisiana State Prison—an attitude which seemed to persist to the close of the story, despite the fact that healing and beneficent influences came into his life from those who were also representatives of law and order.

The personal question which gives the book its title is one which must be answered specifically by social workers, parole departments, welfare agencies and socially minded citizens. What future is there for a man released from prison? How far have we gone in putting aside our prejudices sufficiently to

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give him an equal chance with others to support himself and become an unmarked member of his community?

These questions protrude from a well told tale, gripping in its realism. The general reader also may be interested in attempting to diagnose symptoms and in trying to prevent the occurrence of similar breakdowns in his own circle. The introduction by Warden Lawes of Sing Sing, stresses the importance to the community of finding answers to these questions. MARY B. HARRIS

Federal Industrial Institution for Women, Alderson, W. Va.

Web and Pattern

THE DEVELOPMENT OF SOCIOLOGY, by Floyd Nelson House. McGraw-Hill. 456 pp. Price $4 postpaid of *The Survey*.

SOCIOLOGY existed as a point of view and a focus of philosophical speculation long before it assumed either the character or the title of a social science. Science either as a method or body of accredited fact is the product of research. Anything like systematic investigation within the perspective of sociology, as ordinarily conceived, is very recent indeed, and much of it is the work of men who have not and would not call themselves sociologists.

Nevertheless the development of sociological theory, as the author of this volume says, is in the most fundamental sense the development of the tools of research. Furthermore most of the fundamental insights upon which the logical edifice of the science rests, are to be found in that heritage of general observation and speculation handed down to us from those armchair sociologists who never went outside of a library to discover a fact or test an hypothesis. A conspicuous illustration of this fact is Ludwig Gumplowicz, of whom the author says truly: "There are few really fundamental and important concepts in the sociology of 1935 that were not definitely formulated, or at least adumbrated, by Gumplowicz."

The purpose of a history of sociology, in recording and transmitting this heritage, is not merely to embalm and preserve these fundamental ideas; it is rather, by comparison and criticism, to weave them eventually into the web and general pattern of sociological thought, to which all sociological theories are a contribution and within which, as a frame of reference, all sociological facts may eventually find a place.

It is this purpose which, in a very special sense, characterizes this volume and makes it, in my opinion, one of the more important contributions to sociological knowledge in recent years.

I have only to add that the author has succeeded not only in defining the aim of contemporary American sociology and bringing together its widely scattered threads of thought and observation, but he has done what is, perhaps, something more exceptional. He has written an interesting book; a book which one who has wandered in more or less confusion through the widely dispersed literature will find both a clarifying treatise and a real contribution to the history of thought.

ROBERT E. PARK

University of Chicago

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Library Background

COUNTY LIBRARY SERVICE IN THE SOUTH, by Louis R. Wilson and Edward A. Wight. University of Chicago Press. 259 pp. Price $2 postpaid of *The Survey*.

IN general this volume treats the library situation in the South in relation to the economic, cultural and social background of the region. In particular, it deals with the demonstration libraries aided by the Julius Rosenwald Fund and their efforts to improve service to white and Negro population. The county library was used as a base from which to develop types of library services planned to meet local needs and existing conditions.

The stated objectives of this experiment were: unified county-wide administration under the direction of a professionally trained librarian; equal service to white and Negro, urban and rural residents, suited to the needs of each group; a minimum annual income of approximately 50 cents per capita of the total population; and, at the end of the demonstration period, a continuation of library service on a level at least as high as that maintained during that period.

The findings, reported by two Southerners, are of importance to librarians, educators, sociologists, and economists, and to any student trying to understand existing conditions in this locality. The chapter on the southern background presents an overview and interpretation which is acute, sympathetic and comprehensive. The library is seen as one of many public services, influenced in its development by distinguishing features of the southern setting.

The Rosenwald Fund grant made in 1929 resulted in work in eleven counties in seven southern states. The general financial plan was for the fund to match local appropriations, dollar for dollar the first year, one dollar for two the second two years, and one dollar for four the fifth and final year. Coming as it did just as the depression was beginning, the struggle to carry this experiment through makes a tale of more than regional interest and importance. This is a book with wide social implications and significance, admirably

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Facts Without Answers

ADMINISTRATION OF WORKMEN'S COMPENSATION, by Walter F. Dodd. Commonwealth Fund. 845 pp. Price $4.50 postpaid of *The Survey*.

TO the Commonwealth Fund and its distinguished Legal Research Committee, and to Mr. Dodd, author of this volume, students and administrators of workmen's compensation laws are greatly indebted. The book is the result of a six-year study of the administration of workmen's compensation laws in New York, Massachusetts, Pennsylvania, California, Illinois and Ohio, with somewhat less detailed studies in a few other states. It includes also the Federal Longshoremen's and Harbor Workers' Act in the New York District. Factual material, gathered by astute and careful students from first hand contact, has been painstakingly indexed and documented. Unexpectedly enough it includes important changes in laws up to January 1, 1936, an up-to-dateness unusual if not unique in such a detailed study.

The strength of the book is in this factual material. It presents clearly and ably the history and background of workmen's compensation laws, an analysis and comparison of present laws, their interpretation by the courts, the manner in which they are administered in the several states and the various types and cost of the insurances they set up. But if the reader expects to find here the answers to all the moot questions in the administration and interpretation of workmen's compensation laws, he will be sorely disappointed. Perhaps giving answers to moot questions was not the purpose of this study; perhaps the author realizes that at the present time, with our comparatively short experience in administering workmen's compensation laws, and in view of the fact that, generally speaking, the laws as they stand are not scientific products, these questions are as yet unanswerable. NELLE SWARTZ
Industrial Board
New York State Department of Labor

Those Neurotics

THEORY AND PRACTICE OF PSYCHIATRY, by William Sadler, M.D. C. V. Mosby. 1231 pp. Price $10 postpaid of *The Survey*.

IN an excellent exposition of the theory and practice of psychiatry with particular emphasis upon the neuroses, Dr. Sadler offers well organized material, with a broad and eclectic approach, discussed without overemphasis on unnecessary technicalities. Recognizing the fundamental master motives as the life urge, the sex urge, the urge for power, the social urge and the urge to worship, he develops his schemes of human activity in a practical manner and in a style that promotes interest as well as readability.

While generally favoring the hormic theories of MacDougall, he makes quite evident his appreciation of the psychiatric implications of the various specific theories, physical and psychogenetic. His emphasis on the neuroses rather than on the psychoses is purposeful because psychotics are mainly institutionalized whereas neurotics, as ambulants, seek aid from members of the medical profession. The accompanying case histories are adequate. The general form of presentation should lead to popularity based upon a wide range of usefulness. IRA WILE, M.D.
New York

People on the Move

WORLD IMMIGRATION, by Maurice R. Davie. Macmillan. 588 pp. Textbook price $3.75; Trade price $5. Postpaid of *The Survey*.

IN endeavoring to cover the subject of world immigration in one volume, the author has set himself a difficult task. Of necessity, the treatment has had to be general and in broad outline. At a few points it seems somewhat meager, but on the whole Mr. Davie has succeeded surprisingly well in showing that "human migration today sets up reactions of international scope."

The major portion of the book discusses immigration to the United States and the effects of immigration and problems of assimilation as they appear here. The United States is, of course, the most important of all immigrant receiving countries. An account of what

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has taken and is taking place here will, says the author, "serve as a background against which to view this world phenomenon." There is an excellent chapter discussing Asiatic emigration, chiefly to countries other than the United States, and an interesting summary of the emigration of Jews from various lands. The chapters on immigration to Latin-American countries and to the British Dominions bring out the salient features of the two movements. On the other hand, disappointingly little space is given to immigration to France although since the World War that country has been, next to the United States, the most important receiver of immigration. The chapter on naturalization in the United States is admirably concise and adequate. Comprehensive bibliographies are appended to the different chapters.

While undoubtedly most of the information squeezed into the 600 pages of this book is available elsewhere, the author has rendered a real service in making it readily accessible in one volume. The book is readable and interesting throughout.

New York MARIAN SCHIBSBY

How Local Is Local?

LOCAL DEMOCRACY AND CRIME CONTROL, by A. C. Millspaugh. Brookings Institution. 263 pp. Price $2 postpaid of *The Survey*.

HERE is a book on local public administration which asks in a realistic way how local a government can or should be. It assumes that government cannot be evaluated without reference to functions performed, and for this reason takes the subject of crime control as a function that can be studied profitably on local and on other levels of government. Crime control is an administrative problem which has been highly decentralized in our thinking and in our law, but which has its impacts up and down the whole gamut of our national life.

Since local government is local *in situ* only and not in its significance the regional distribution of public powers and duties is a basic problem of government. This thesis, particularly in the field of crime control, the author discusses cogently under such titles as Local and State Organization, State Local Relationships, Localized Self-Government, The Optimum Local Unit, Regional Readjustment, Functional Reallocation and Preparing for Crime Control Integration. He proposes as an objective or program, a planned and "scientifically envisaged" proceeding in connection with such functional integration as is now going on sporadically. "We should stop skidding to our destination." Neither centralization nor local self-government is the answer to our problem. What we need is a change in the forms through which local self-government operates and in the services to which it applies.

In so far as crime control is concerned the author concludes that the obstacles in the way of effective administration cannot be removed—certainly not soon—except as the larger problems of democratic government are advanced toward solution.

C. A. DYKSTRA

City Manager, Cincinnati, O.

Slow, Sure Progress

SLUMS AND HOUSING, by James Ford. Harvard University Press. Two vol. 1066 pp. Price $10 per set postpaid of *The Survey*.

TO those of us who viewed with dismay the remains of rock-perched shacks amidst browsing goats in upper Manhattan, and the crowded, repulsive conditions that existed in lower New York's slum area in the latter part of the nineteenth century, there comes with the reading of these volumes a certain tolerance toward the slowness of progress. For the struggle toward better living conditions has been long continued against almost incredible obstacles, firmly entrenched in custom, cupidity, ignorance, and neglect; and notable victories have been won.

The past and the evolving policies of recent years are portrayed in this readable, profound study, to which those who are interested in housing may refer with confidence in its detailed authenticity. Careful analysis of the causes and effects of contemporary conditions is made. Population and economic factors; racial distribution and Negro housing; mortality and disease; crime and other anti-social behavior; slum prevention, elimination and rebuilding, are presented in detail with concrete recommendations by which it is believed that urban development can be rendered

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Conference will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

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systematic, organic, unified and controlled.

Although New York is the focus of attention, housing in other cities and in European countries is discussed, and many of the conclusions and recommendations are of nation-wide or world-wide interest. The author—and presumably his collaborators, Katherine Morrow, George N. Thompson and I. N. Phelps Stokes—feels strongly that, because of political pressure and cumbersome procedures, the participation of government in housing should be confined to loans, standards, research and supplying land at site value, if necessary through condemnation and government absorption of excessive land costs or an extension of public ownership of land. If, as appears very probable, the government is to enter the fields of construction and management, these projects should be neighborhood units replacing the worst slums.

In spite of the length and cost of these two comprehensive, abundantly illustrated volumes, their great value for casual reading, for thorough study and for reference, renders them essential for the library shelf of any collection on housing worthy of the name. They were prepared and published under the auspices of the Phelps-Stokes Fund. HAROLD S. BUTTENHEIM
The American City, New York

On the Record

THIS BUSINESS OF RELIEF: A SYMPOSIUM PUBLISHED BY THE AMERICAN ASSOCIATION OF SOCIAL WORKERS. 200 pp. Price $1 postpaid of *The Survey*.

IN answer to the insistent demand "from the floor" that the discussions of the delegate conference of the AASW, held in Washington last February, be given general circulation among social workers, the association presents this slim red volume. It is, in effect, the background of social work experience and opinion against which the association projected its platform for public assistance. [See *The Survey*, March 1935, page 69.] It was over this platform that the rift developed between the association and Washington relief officials which was apparent at the National Conference of Social Work in Atlantic City.

In the thirteen papers by as many authors and the nine thumb-nail sketches of local conditions, the book gives a rounded picture of the relief situation, its parts and its whole, just after federal aid to direct relief was withdrawn. The ideas which it projects, for a national system of public welfare including its administration, personnel, provision for special needs and so on, are born of experience. Appended is the outline for a federal assistance program, drafted by the association's division on government and social work and approved by the delegate conference. A second appendix includes statistics relating to the relief situation at the beginning of the year.

Altogether the collection constitutes, as Walter West says in the foreword, "an important part of the record on the puzzling problem of relief which is the latest and perhaps the most difficult of government's major concerns."
GERTRUDE SPRINGER

Object: Action

GROUP LEADERSHIP, by Robert D. Leigh. W. W. Norton. 259 pp. Price $2.50 postpaid of *The Survey*.

DESIGNED for those who conduct or participate in meetings large or small where action is the end sought, this book should meet a real need. It goes far beyond such a manual as Robert's Rules of Order, but it is less philosophical than Harrison S. Elliott's The Process of Group Thinking, or Frank Walser's The Art of Conference. With practicality and simplicity as the watchwords, the author cuts through the unnecessary complications of parliamentary procedure, giving only the essence and the "how to." Following the accepted pattern of other writers on the conference method, the author conceives of group action in this connection as problem solving; and he describes this process and shows how to forward it. Whether the reader is in a social, civic, or other policy determining body, he should find helpful suggestions on numerous items. Wherever its ideas are applied the book unquestionably will expedite and enrich group discussion.
New York ORDWAY TEAD

As of 1935

SOCIAL WORK AS A PROFESSION, by Esther Lucile Brown. Russell Sage Foundation. 120 pp. Price 75 cents postpaid of *The Survey*.

IN concise, readable form, Miss Brown presents a 1935 answer to the question, Is Social Work a Profession? put to the National Conference of Charities and Correction in 1915 by Dr. Abraham Flexner. Her answer includes an examination of the professional status of social work from the angles of preparation, professional organization, number of social workers and their salaries, and changing concepts of the job. Her book, an enlargement of material published last year as a pamphlet, it is not only critical of certain existing situations, but raises numerous questions about future developments.

About a third of the book is devoted to education for social work, with discussion based on an examination of the most recent catalogues of the schools belonging to the American Association of Schools of Social Work. Miss Brown notes the similarities and dissimilarities in their curricula, organization, and requirements, and criticizes the lack of definiteness in prerequisites in the social and biological sciences, the lack of emphasis in scientific research, and the small number of graduates—only 10 percent of the total number of students majoring in social work in 1934-35. She sees in the development of schools or departments of social work in universities "a flattering recognition of the progress which has been made by this new profession." An examination of the limited budgets of many of these schools might modify her opinion.

This book should be read by serious students considering social work as a career, by board members and public officials responsible for public welfare programs, and by intelligent contributors to the development of social work generally. There is much in it that is stimulating to the present practitioners of social work. WALTER W. PETTIT
New York School of Social Work

City Traffic

THE STEADYFLOW TRAFFIC SYSTEM, by Fritz Malcher. Harvard University Press. 91 pp. Price $1 postpaid of *The Survey*.

BUILDING LINES AND RESERVATIONS FOR FUTURE STREETS, by Russell Van Nest Black and Mary Hedges Black. Harvard University Press. 243 pp. Price $3.50 postpaid of *The Survey*.

THESE two volumes, although conceived as separate studies, supplement each other in a rather intimate way. The publication of the work by Fritz Malcher is in the nature of a memorial to the author who died before the work was fully completed. The book discusses a new method of traffic flow which is capable of making possible higher speed of travel by automobile in heavy traffic areas and which, it is said, is capable of producing more safety than the present stop-and-go signals. The particular value of the book is in the graphic methods of analyzing traffic flow and the clear exposition of the required street changes in the interest of safety and speed.

The study by Mr. and Mrs. Black is devoted to the problems of building line adjustment and reservations for future street development as found in present day practice. Without proper powers for street line the Malcher proposals would be impossible of practical application. The general analysis of situation and needs is rich in factual evidence, well organized and interestingly presented. The critical part of the work presents the foundation of a constructive program for legal implementation of the necessary street adjustments and planning in our cities.
CAROL ARONOVICI
Modern Housing Institute
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Program of Training for Public Welfare Administration

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Graduate School, Department of Social Work

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